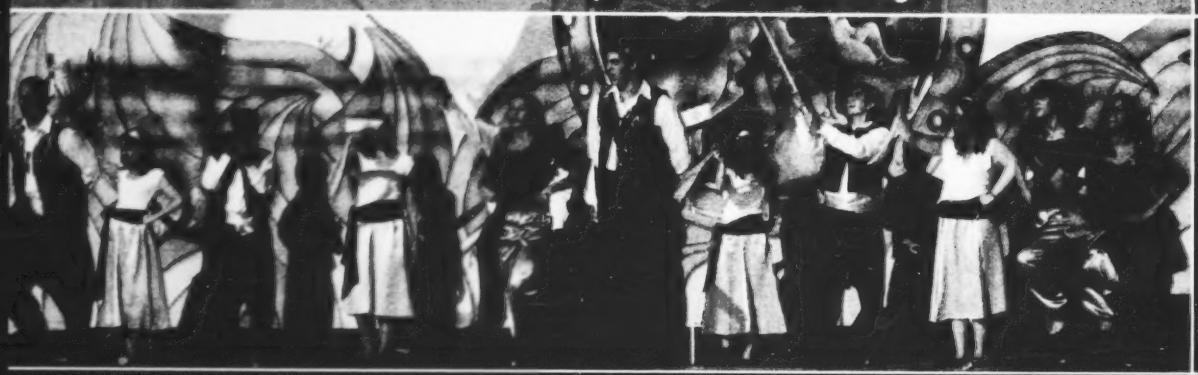
Our Heritage Future
A Shared Responsibility



VOLUNTARY PLANNING

Citizens Policy Forum

Recommendations for Nova Scotia's Heritage Strategy

Interim Report of the Voluntary Planning Heritage Strategy Task Force

106-07208/

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A Shared Responsibility

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Voluntary Planning Heritage Strategy Task Force

JUNE 2006

ISBN # 1-55457-040-9

Cover images:
[top] Nova Scotia Multicultural Festival, Dartmouth Waterfront
[middle left] Highland Village
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Acknowledgements

The task force extends our thanks to those who attended our community meetings and to those who sent us their thoughts and ideas about heritage in writing.

We want to recognize all the heritage workers, paid and volunteer, for their dedication to the stewardship of Nova Scotia's heritage.

Thanks as well to the people who met with us to share their experience, including heritage specialists, representatives of stakeholder organizations, and various government officials.

We appreciate the efforts of the Offices of Aboriginal Affairs, Acadian Affairs, African Nova Scotian Affairs, and the Multicultural Association of Nova Scotia who helped to make our consultations as inclusive as possible.

Executive Summary

Can you imagine Nova Scotia without old town Lunenburg or Halifax without its fortress at Citadel Hill? Can you imagine not having burial grounds and cemeteries to mark the final resting places of those who have gone before us? Can you imagine not having any stories and songs passed down from one generation to the next or our beautiful rugged coastline without any lighthouses? Most Nova Scotians would not be able to picture any of these things, because they expect that their heritage will always exist.

This, of course, is not the case. A significant and sustained effort with adequate investments for protection, preservation, and interpretation is required to sustain our heritage and realize its potential. Without a supportive and active environment for heritage, these non-renewable assets will deteriorate over time and be lost. And one wrecking ball, one fire, or one bad decision by citizens, planners, or politicians can destroy hundreds of years of history.

Heritage plays an intrinsic role in shaping our individual and collective identity, a way of life cherished by those who live here and those who come to visit and explore.

Unfortunately, the social and economic benefits of heritage have not been fully realized by our society. The Province of Nova Scotia needs to provide more financial and legislative support to make our province a better steward of its heritage. If not, we risk losing more of our tangible, intangible, and natural heritage.[1] It's not too late, but we must act quickly.

The partnership between the Department of Tourism, Culture and Heritage and the Federation of Nova Scotian Heritage to commission this comprehensive arms-length study demonstrates a strong desire to provide strategic leadership.

If we are to respond to pressing demands in Nova Scotia's heritage sector, difficult decisions and substantial investments of time and money need to be made. Our goal should be directed at policies and practices that respect the heritage of diverse Nova Scotian cultures, in the hope of fostering a more respectful and welcoming society for all people.

This interim report provides a consensus view of the task force members on the mission, vision, and guiding principles for Nova Scotia's heritage strategy and on how our province should address the many issues, opportunities, and challenges raised by Nova Scotians.

We discovered numerous areas in need of attention and investment. In this, our interim report, we make 49 recommendations in 14 subject areas.

Our recommendations address the restructuring of Nova Scotia's museum system; the need for a heritage council; improved planning processes; an increased emphasis on archives; greater incentives and

1 Tangible cultural heritage includes our artifacts, buildings, and records. Intangible cultural heritage includes our folklore, language, and oral history. Natural heritage includes our land, water, and air.

stronger legislation for built heritage; an archaeological research agenda; a change in direction for underwater cultural heritage; increased effort on intangible cultural heritage; an increased emphasis on Mi'kmaw, Acadian, and African Nova Scotian cultures; measures to further protect our natural heritage; support for those who document and care for our abandoned cemeteries; incentives for publishing; better promotion; increased diversity in advertising; and building stronger links between heritage and other key divisions and departments.

We can accomplish so much more with a greater commitment to heritage. However, no level of government, no collection of stakeholder organizations, and no individual or assembly of individuals can do this alone. Heritage is a shared responsibility.

We call upon the federal government to recognize and support Nova Scotia's heritage advantage; the provincial government to make it possible for all Nova Scotians to understand and experience their heritage through effective policies and strong investment; municipal governments to become heritage leaders at the local level; businesses to financially contribute to heritage facilities; citizens to support public investments in heritage; and schools to teach our young people about their community.

Thousands of heritage workers, paid and volunteer, are also prepared to do their share to present Nova Scotia's heritage in an exciting, entertaining, and educational way for everyone.

To provide an underlying motivation for action, Nova Scotia should foster a heritage consciousness, like the growing environmental consciousness of Nova Scotians. A heritage strategy created by listening and responding to citizens is an excellent start.

Introduction

In the spring of 2005, Voluntary Planning began recruiting members for a Heritage Strategy Task Force. Voluntary Planning's mandate came from the Province of Nova Scotia through the Department of Tourism, Culture and Heritage in partnership with the Federation of Nova Scotian Heritage.

Voluntary Planning was asked to conduct public consultations and to investigate all facets of heritage before making high-level policy recommendations on a heritage strategy for Nova Scotia. When our task force issues its final report, the provincial government will then be in a position to finalize a heritage strategy.

Eleven task force members were ultimately recruited by advertising in newspapers and by Voluntary Planning directly. Voluntary Planning selected members to be broadly representative of Nova Scotia's diverse population and our province's regions. The task force members also represent a cross section of experience and knowledge on heritage.

In keeping with Voluntary Planning's traditional approach, this involved a call for public submissions and a series of community hall meetings throughout the province. Nearly 1000 people attended the 22 community meetings held during November 2005. During these meetings 322 people took the opportunity to address the task force at the microphone. We received 300 written submissions. The task force also took several days to meet directly with representatives of many stakeholder organizations and other heritage specialists.

To be as inclusive as possible the task force met with members from the Mi'kmaw community, the Acadian community and the African Nova Scotia community.

We also met with representatives from the Atlantic Jewish Council, the Chinese Society, the Arab Canadian Association of the Atlantic Provinces, the Indo-Canadian Association of Nova Scotia, the German Canadian Association of Nova Scotia, the Scandinavian Society of Nova Scotia, and the Canadian Lebanon Society.

We hope this interim report demonstrates that we have listened carefully and have identified the main concerns of Nova Scotians related to heritage. We then considered the results of our research and discussed each topic at length before agreeing on recommendations. Since this is an interim report, more work remains.

We encourage you to engage in our consultation process yet again or perhaps for the first time. We are open to re-considering any aspect of this interim report as we move towards developing our final recommendations. We look forward to hearing from you.

Are there certain recommendations you really like or really dislike?
What recommendations should be acted on first?
Is there something the task force has not considered?
Do you have any other comments?

Submissions must be received by September 1, 2006
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Foundations for a Heritage Strategy

An effective heritage strategy requires a shared understanding of both heritage and strategy. It needs to be guided by a mission, a vision, and values. Nova Scotia's heritage strategy needs to be informed by an analysis of the sector's strengths weaknesses, opportunities and threats. An effective strategy should also consider the capacity limitations facing the sector.

To set the stage for our recommendations, we first want to provide our perspective on each of these important elements.

UNDERSTANDING HERITAGE AND STRATEGY

The task force's mandate called for us to provide input and guidance on a heritage strategy in the form of recommendations. As a starting point for our work, the task force paused over the definitions of heritage and strategy.

HERITAGE

Many definitions of heritage exist. Some that were shared with us include "heritage is what we inherit" and "heritage is what we value as worthy of being passed on to succeeding generations." We also heard that heritage will be continuously discovered, re-discovered, interpreted, re-interpreted and, yes, created.

Nova Scotians told the task force that our province needs to take a broad holistic view of heritage. Consequently, we believe that for the purposes of developing a strategy, heritage should encompass our cultural heritage (both tangible and intangible) and our natural heritage.

Tangible Cultural Heritage — Artifacts, Buildings, Records
Our tangible (or physical) cultural heritage received a great deal of attention. People communicated their desire that Nova Scotia should take greater steps to care for our artifacts, buildings, and records of all types. This discussion frequently involved museums, archives, or other heritage sites.

Intangible Cultural Heritage — Folklore, Language, and Oral History
Our intangible cultural heritage also received considerable mention in our community meetings and in the written submissions we received. People understand intangible cultural heritage to be folklore, language, and oral history. We heard that for many people legends, stories, and traditions mean much more than any physical remnants of the past. Respondents told us there is an urgent need to place greater emphasis on collecting our folklore and oral history before they are lost.

Natural Heritage — Land, Water, Air
Respondents to our consultations spoke and wrote passionately about the need to include natural heritage in Nova Scotia's overall strategy. They highlighted our province's official protected areas and our endangered species as important heritage concerns. We also heard about the detrimental effects of industrial forestry, the fear of losing traditional access to the coastline, and the quality of our waterways as habitat for fish.

Keeping these facets of heritage in mind, the task force adopted the following working definition of heritage to guide its work: Heritage is that which society inherits from previous generations and deems worthy of taking special measures to preserve for future generations, including our tangible cultural, intangible cultural, and natural heritage.

STRATEGY

Industry Canada's Strategis website helped us to define strategy as a comprehensive plan or action orientation that identifies the critical direction and guides the allocation of resources of an entire organization. The strategy is typically a statement about what should be done to ensure prosperity based upon an organization's mission, vision, and values.

NO PLACE LIKE HOME

Heritage is very real and close to the hearts of all Nova Scotians. Think of the many displaced Nova Scotians across the country who gather in pubs, in homes, and at social events just to be together with other Nova Scotians. A Globe and Mail article (April 2006) about the many commuters who work in Fort McMurray but continue to live in Cape Breton found people who wouldn't relocate because they wouldn't live or raise their families anywhere else. Alistair MacLeod's award-winning novel, No Great Mischief, is about this kind of strong family history and culture. Families, traditions, and the ties that bind us to the land of our ancestors continue to be important to Nova Scotians. That is, heritage matters.

"Heritage is that which society inherits from previous generations and deems worthy of taking special measures to preserve for future generations, including our tangible cultural, intangible cultural, and natural heritage."

MISSION: THE ROLE OF HERITAGE IN OUR SOCIETY

Can you imagine Nova Scotia without old town Lunenburg or Halifax without its fortress at Citadel Hill? Can you imagine not having burial grounds and cemeteries to mark the final resting places of those who have gone before us? Can you imagine not having any stories and songs passed down from one generation to the next or our beautiful rugged coastline without any lighthouses? Most Nova Scotians would not be able to picture any of these things, because they expect that their heritage will always exist.

This is of course not the case. A significant and sustained effort with adequate investments for protection, preservation, and interpretation are required to sustain our heritage and realize its potential. Without a supportive and active environment for heritage, these non-renewable assets will deteriorate over time and be lost. And one wrecking ball, one fire, or one bad decision by citizens, planners, or politicians can destroy hundreds of years of history.

Heritage plays an intrinsic role in shaping our individual and collective identity, a way of life cherished by those who live here and all those who come to visit and explore.

Respondents to our consultations told us that heritage contributes to our society. We listened. After much reflection, we believe the primary role of heritage is one of personal and social enrichment. A secondary role relates to the economic impact (direct and indirect) of heritage in our province and in our communities.

PERSONAL AND SOCIAL ENRICHMENT

Heritage enriches our day-to-day lives. It has the potential to enrich individuals and society.

We heard through our consultations that Heritage instills and reaffirms for us, as Nova Scotians, our very identity as a people. It contributes to our self-esteem and confidence in what we can achieve. Heritage enables us to establish bonds through the generations. It represents our collective memory. Heritage is a source of positive self-image. It enlightens us. Heritage provides us with a sense of place and at-

tachment to that place. It provides us with inspirational role models. Heritage educates us on the important lessons of the past. Through a sense of rootedness, it fosters our ability to adapt to change. Heritage instills in us understanding, respect, and tolerance for other cultures. It is a reminder of our strength, creativity, and resourcefulness. Heritage allows us to value our successes and our failures. It allows us to commemorate our heroes. Heritage affects our mental and physical health. It contributes to our spiritual well-being. Heritage creates for us a feeling of unity, cohesiveness, and belonging. It fulfills our sense of duty and obligation to remember our past. Heritage thwarts assimilation by dominant cultures. It provides hope that our own contributions will be remembered. Heritage is a major contributing factor to our quality of life.

We can all relate to the value of a tolerant society, to a positive self-image, to feeling like you belong, and to the empowering influence of confidence.

Small gains in these intangible qualities translate into major gains in society.

ECONOMIC IMPACT

Heritage also has the potential to create prosperity.

We heard that
Our natural and cultural heritage attracts tourists and extends their stay in our communities. Heritage entertains. It is the foundation and inspiration for books, plays, music, film productions, theatre, arts, crafts, outdoor recreation, and more. Heritage attracts new residents and retains existing ones. Tolerant and open societies attract and retain more immigrant populations. Immigrants and businesses looking to come to Nova Scotia consider natural and cultural heritage as factors in their decision to locate. Our heritage is part of the quality of life that makes Nova Scotia more desirable than other places. Our considerable heritage resources are unique. A valued heritage presents a potential competitive advantage for our province.

We learned from a Statistics Canada publication that the contribution to Nova Scotia's gross domestic product from the Culture Sector in 2001 was 527 million dollars and that the sector employed 12,800 people (full time, part time, or freelance). The report, titled Economic Contribution of the Culture Sector in Canada—A Provincial Perspective, defined culture as, "creative artistic activity and the goods and services produced by it and the preservation of human heritage."

Annapolis Royal is a town that takes great pride in presenting its rich heritage. In 2004, Annapolis Royal was named the Most Livable Small Town in the World by LivCom, an international organization that fosters improvements in the quality of life of individual citizens through the creation of liveable communities. Heritage is one of the six key judging criteria for this award. Other criteria are enhancement of the landscape, environmentally sensitive practices, community sustainability, healthy lifestyles, and planning for the future. LivCom, which is endorsed by the United Nations' Environment Program, is the world's only awards competition focusing on best practice in the management of the local environment.

VISION

Our recommendations for a heritage strategy have been guided by an overarching vision for heritage in our province. Our vision statement is intended to present a picture of a desired future or end state for heritage in Nova Scotia. It involves a bit of dreaming with a healthy dose of realism.

We have an amazingly rich and diverse heritage. All Nova Scotians deserve to know and to experience first-hand the principal stories and themes that have shaped our beautiful province and our people. In this way Nova Scotia's heritage can make the greatest contribution to fulfilling its primary role of enriching both citizens and society.

We are home to a land that has been occupied by the Mi'kmaq* and their ancestors for at least 11,000 years. Four hundred years ago the first permanent European settlement was established at Port Royal. And

* Mi'kmaq is the plural form of the noun; Mi'kmaw is the singular. The tribal name takes the plural form Mi'kmaq, unless one is referring to a single person, a Mi'kmaw. The language is called Mi'kmaq. Mi'kmaw is also the adjectival form: Mi'kmaw person, Mi'kmaw culture.

"All Nova Scotians will know, appreciate, and experience first-hand the heritage that has shaped our province."

in 1783 the Black Loyalists at Birchtown, Shelburne County, were the largest community of free African people outside of Africa.

We have interesting stories to tell. We have beautiful natural places to enjoy. This gives us a competitive advantage that attracts tourists, encourages people to stay, and convinces businesses to re-locate here. But most of all, our heritage makes Nova Scotia a great place to live and to explore. Yet we are in danger of having these great qualities seriously diminished if we don't value what we have and rise to the challenge by accepting our shared responsibility.

It is for these reasons that our vision for Nova Scotia's heritage is that all Nova Scotians will know, appreciate, and experience first-hand the heritage that has shaped our province.

GUIDING PRINCIPLES

Strategy development involves making choices, sometimes very tough choices, from among a range of possible alternative directions. Having a well-defined set of guiding principles or values is essential for making those choices. In an effort to be as transparent as possible about the reasons for our recommendations, we identify the following principles or values that have guided our work:

- Heritage, and the stewardship of heritage, is important to Nova Scotians.
- Heritage is a shared responsibility. We all have a role to play in preserving and promoting of our heritage.
- Heritage offers an opportunity to celebrate the diversity of our population. There is so much we need to learn from each other.
- Heritage infrastructure needs to be sustainable.
- Heritage workers, paid and volunteer, and heritage organizations are critically important to the preservation and promotion of heritage—we need to support them and deal with them fairly.
- Heritage can "get further faster" through effective partnerships among stakeholders.

Of these guiding principles we take this opportunity to expand upon the important concepts of stewardship and shared-responsibility.

STEWARDSHIP

Heritage stewardship protects and preserves what Nova Scotians value. This vital stewardship of our collective heritage is being done by heritage workers, both paid and volunteer. These people undertake this valuable role on behalf of all past, present, and future Nova Scotians. Without sufficient and sustainable support, we are concerned about what will remain for future generations.

Protecting heritage today is only a first step. Heritage workers must also preserve it for the future. When we talk of protecting an artifact, a recording, or an original document, simple warehousing does not ensure its survival. It must be protected from decay, from the effects of humidity and light. If it is a recording, we must preserve the technology it was made with or transfer it to newer technologies. When we talk about an archeological site or a burial ground, protecting and preserving becomes more complicated still.

While protecting and preserving heritage for future generations are tremendous tasks, this is not the end of the job for heritage workers. They must also find ways to make heritage accessible to the public for research, study, and entertainment. Heritage must be presented in a way that fosters a curiosity about the past and communicates its value to society. It must inform us and excite us so that we, and future generations, are inspired to continue to cherish and preserve our heritage.

SHARED RESPONSIBILITY

Caring for our heritage involves volunteers, community organizations, and all levels of government. The complex interrelationships among the many participants underline the importance of a heritage strategy.

Our public consultations reinforced this point. People told us that families, schools, governments, associations, organizations, communities of interest, corporations, universities, and more, all create heritage.

With creation comes an obligation to invest time and resources in caring for this heritage.

Some respondents presented a compelling case for creating a heritage consciousness, like the growing environmental consciousness of Nova Scotians. Greater commitment to education and promotion will foster this consciousness.

Heritage is a collective responsibility. Nova Scotia's heritage strategy should communicate an important role for everyone and stress the value of partnerships:

- Families and individuals have a stewardship responsibility to cherish and document their own story. Parents can foster in themselves and their children a curiosity about the past. Everyone can make an effort to experience Nova Scotia's diverse heritage.

- Schools can impart to their students a strong sense of identity and pride in their community through rich education and cross-cultural opportunities. Students need to know about their province's great role in building the nation of Canada. They should learn about their ancestors who made their future possible. They need to understand how their heritage has shaped the world they live in and understand that they are creating the heritage of the future.

- Businesses can be good stewards of their heritage including maintaining their own archives. They can play a major role as good corporate citizens through financial contributions or by providing services to heritage facilities directly at reduced costs or at no cost. Businesses can adapt and re-use heritage buildings instead of tearing them down.

- Municipalities are the first level of government. They need to show leadership and support for local heritage. This means real financial support and long-term planning for all aspects of heritage at the local level.

- The provincial government must lead so that it is possible for all Nova Scotians to understand and experience their heritage. Those interested in learning about Nova Scotia should find the heritage of all our cultural populations accessible and engaging. The provincial government must demonstrate leadership in heritage investment if it expects others to do the same.

- The federal government has an important role to play in making sure that all nationally significant elements of Nova Scotia's heritage receive the care and promotion they deserve. The federal government should recognize Nova Scotia's rich heritage and help our province build on this competitive advantage. Federal government investments in heritage should align with, and complement, Nova Scotia's heritage strategy.

PLANNING CONTEXT

When developing strategies, it is important to evaluate the heritage sector's strengths, weaknesses, opportunities, and threats.

Here is what we have learned.

STRENGTHS

- Nova Scotia has a very rich and diverse heritage—we have a lot of interesting stories to tell.
- We have a tremendous stock of unique heritage assets—tangible, intangible, and natural.
- Families spread across the globe have roots in Nova Scotia; increasingly people are interested in learning more about these links.
- Our provincial public archives is among the busiest in the country.
- Heritage workers, both paid and volunteer, are extremely committed to the stewardship of our heritage.
- Elements of our existing decentralized museum system, if properly resourced, could contribute to the formation of a remarkable network of heritage facilities.

WEAKNESSES

- The heritage sector is under-resourced resulting in staff and volunteer burn-out, lack of training, insufficient and deteriorating physical infrastructure, slow progress on important planning mat-

ters, inadequate monitoring and enforcement of heritage protection legislation, and overall loss of significant tangible, intangible, and natural heritage.
- Our museum system is in a state of crisis.
- Heritage legislation is inadequate in several instances.
- The sector as a whole does not have a strong, independent leadership and advocacy structure to advance its interests.
- The links between the Heritage division and decision-makers in the Tourism division, and the departments of Education, Environment and Labour, Natural Resources, and Transportation and Public Works could be much stronger.
- Competing pressures exist for constrained provincial finances.
- With certain exceptions, there is a general lack of involvement on the part of municipalities in matters of local heritage.

THREATS

- We are facing the decay and loss of heritage assets, a non-renewable resource.
- There is a tendency to take heritage for granted, as something that will just always be there.
- Generations will grow up without a strong sense of personal identity and sense of belonging to a community, with possible detrimental effects to their health and well-being.
- Facilities have difficulty securing the human resources, paid or volunteer, to do the heritage work that needs to be done.
- When unique culture disappears, it is gone forever like the extinction of animals or plants.

OPPORTUNITIES

- Nova Scotia can revitalize interest in, and appreciation of, our diverse heritage through the development and promotion of rich authentic experiences and through investments in research and education.
- The sector can adopt a more systematic and focused approach to acquiring, protecting, preserving, researching, and interpreting heritage assets.
- A broader audience can be reached through the use of technology.
- High quality heritage venues attract more valuable longer-stay tourists.
- More can be accomplished by leveraging provincial investment in heritage through partnerships with other heritage stakeholders, other levels of government, community groups, and the education system.
- Heritage legislation can be made more responsive so heritage assets are better protected and preserved.
- Nova Scotia can better reflect our diverse heritage, both cultural and natural, in how we present ourselves to the world (e.g., tourism, trade)
- Healthier communities can result when residents, including new immigrants, enjoy a sense of belonging through a shared appreciation of their heritage.

Nova Scotia's heritage strategy should build upon the strengths and opportunities while addressing the weaknesses and threats. We have shaped our recommendations with these aims in mind.

CAPACITY

The development of an effective strategy also needs to take into account the capacity of the sector to move forward. Capacity relates to such things as financial resources, human resources, leadership, systems, and infrastructure. If the capacity doesn't exist to support future potential directions, the sector may need to build that capacity first.

Without delving into each area in detail, it is fair to say that the task force recognizes that the current heritage sector has some real capacity challenges at the moment. Additional investment is urgently required to develop the sector's capacity to survive, let alone move forward and achieve its full potential.

Issues, Opportunities, and Challenges

Having shared some relevant background, we now move to a more specific discussion of the issues, opportunities, and challenges facing our heritage. Our interim recommendations are found in the following sections.

Highland Village

INTANGIBLE CULTURAL HERITAGE

The United Nations Educational and Cultural Organization (UNESCO) defines intangible cultural heritage as the practices, representations, expressions, knowledge, and skills that communities recognize as part of their cultural heritage.

Intangible cultural heritage is known as folklore to many and is sometimes referred to as living cultural heritage or the culture that people practice as part of their daily lives. It includes such cultural items as languages and dialects, oral traditions and story-telling, beliefs, customs, traditional knowledge and skills, ways of working and making a living, and ways of celebrating such as music, festivals, rituals, performing arts, traditional foodways (meaning the eating habits and culinary practices of a people, region, or historical period), and traditional crafts.

INTANGIBLE HERITAGE AT RISK

We heard that much of our intangible cultural heritage is at risk or being lost, in part, due to the population shifts and the ongoing restructuring of our industrial base. For example, steel making in Cape Breton may have ended, but people told us that the stories, the way of life, the music, and the heroes must not be forgotten.

MUCH LOST IN ONE GENERATION

The task force believes that efforts to save and nurture the languages of our earliest cultures must

continue in earnest. Speakers at our community hall meetings worried about how much of their language, skills, knowledge, and traditions can be lost in one generation. Respondents told us about Gaelic speakers of international renown passing away, taking with them undocumented stories with origins dating back over 2000 years. For many Gaels, Mi'kmaq, and Acadians, language is key in terms of their identity as a distinct people.

WORK REQUIRED AFTER COLLECTION

We also heard of the tremendous amount of oral history that has already been collected, but not adequately housed, preserved, catalogued, or made accessible.

IMPORTANCE TO CULTURAL GROUPS

Dr. MacKinnon, Cape Breton University, wrote to us about the many cultural groups that make up our province— Mi'kmaq, Europeans (English, Irish, Scots, Acadian French, Italian, Polish, Ukrainian), Caribbean Black, Black Loyalists, Lebanese and, increasingly, ethnic communities from around the world. For all of these people, he says, intangible aspects of culture define them more than physical expressions of culture.

We believe that Nova Scotia should pay greater attention to intangible cultural heritage if we aspire to be sensitive to the needs of our diverse cultural populations. Nova Scotia has recognized the growing need to attract and welcome new immigrants. The ability for immigrants to maintain the most prized aspects of their heritage will make a difference in where they choose to make their home.

THE BEATON INSTITUTE AND CAPE BRETON'S MAGAZINE

The Beaton Institute has existed for decades at Cape Breton University, collecting and archiving intangible cultural heritage. Cape Breton's Magazine collected and promoted Cape Breton stories that keep our folklore and history alive.

A RESEARCH CHAIR IN INTANGIBLE CULTURAL HERITAGE

Cape Breton University, with funding from the Government of Canada, has established a Tier One Canada Research Chair in the Study of Intangible Cultural Heritage. Dr. Richard MacKinnon serves in this position. He is also a Professor of Folklore at Cape Breton University.

A NEED TO EXPRESS OUR PROVINCIAL INTEREST

Two Canadian provinces have shown interest in intangible cultural heritage. Quebec has begun a complete inventory of the intangible cultural heritage of the province, and Newfoundland and Labrador is currently working on an intangible cultural heritage policy. Nova Scotia should follow suit.

THE UNESCO CONVENTION

Forty-six countries have now signed the UNESCO Convention for the safeguarding of Intangible Heritage. The convention should become international law in the near future. Canada is not yet a signatory.

The task force understands that the convention calls for member states to identify intangible cultural heritage within its jurisdiction, create inventories, adopt a promotional policy, and otherwise take protective measures.

UNESCO has created other ways to support the convention such as an international "Proclamation of Masterpieces of Oral and Intangible Heritage of Humanity" to honour the most remarkable examples of oral and intangible heritage. Other UNESCO policies supplementing the convention include Living Human Treasures, Endangered Languages, and Traditional Music of the World.

Canada should become a signatory to the convention. Supporting this initiative would benefit Nova Scotia more than most, given our rich and distinct heritage.

CAPTAIN MATTHEW MITCHELL—A LIVING TREASURE

Visitors to the Fisheries Museum of the Atlantic in Lunenburg get "An Adventure in Realism" when they encounter Matthew Mitchell, a man who fished from dories on the Banks of Newfoundland as a crew member of the original Bluenose and many other vessels.

The era of "Wooden Ships and Iron Men" were for fishermen and their families a time of hard and dangerous work. Matthew's stories of work and adventure as a fisherman, a deckhand, and a trawler captain span four decades.

Now 88 and shore captain of the museum's vessels, Matthew enchants museum patrons with the voice of experience. He can paint a picture with his words and his listeners feel the roll of the ocean waves, almost tasting the salt spray. Captain Mitchell has been known to chat for hours with folks who later recall that single experience as the absolute highlight of their visit to Nova Scotia.

RECOMMENDATIONS—INTANGIBLE CULTURAL HERITAGE

1 **Establish policies and programs to protect and preserve our intangible cultural heritage.**

2 **Continue and intensify efforts to perpetuate the Mi'kmaw, Acadian, and Gaelic languages of Nova Scotia.**

3 **Lobby the federal government to become a signatory to the UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage.**

CULTURAL DIVERSITY

MI'KMAQ

IDENTITY

The task force heard that language, culture, and history for the Mi'kmaw people are the source of their identity, their bond through the generations, and their connection to Mi'kma'ki, their homeland.†

We learned that the future of the Mi'kmaw people largely depends on their ability to understand, preserve, and share their history, language, and culture. For the Mi'kmaq, heritage is also the source of their legal distinction and government-to-government relations with the Province of Nova Scotia and the Nation of Canada.

INCREASED VISIBILITY

Speakers told us that their heritage remains more or less invisible to their youth, to other Nova Scotians, and to visiting tourists. They say this invisibility contributes to ongoing stereotypes, misinformation, and lack of understanding in society. For the Mi'kmaq, lack of attention to their heritage is detrimental to their survival as a distinct people.

INCREASED INVESTMENT REQUIRED

We heard that the province invests very little money to support Mi'kmaw cultural centres or Mi'kmaw museums with ongoing operations. Several of the people we spoke with attribute much of this to the mistaken belief that Mi'kmaw people are the sole responsibility of the federal Department of Indian and Northern Affairs.

Respondents told the task force that this attitude must change. They also said that while negotiations with the Province of Nova Scotia on Mi'kmaw rights are now beginning in earnest, this should not be used as a rationale to put off real support for Mi'kmaw heritage initiatives.

† Mi'kma'ki: the traditional homeland of the Mi'kmaq, the area now known as the Atlantic Provinces and the southern Gaspé.

CULTURAL CENTRES

Cultural centres are valued by many Mi'kmaw people more highly than are museums. This does not mean that cultural centres like the one in Bear River do not contain artifacts or documents. It does mean that living expressions of culture, language, and history seem to be preferred over the more traditional museum model.

ARCHAEOLOGY

Archaeology is a primary concern of Mi'kmaw people because it is one of the few ways to document their historic existence. Sacred places, burial sites, and archeological digs of encampments rate high in priority, as does intangible heritage such as legends, language, traditions, and crafts.

FAILED GOVERNMENT INITIATIVES

We heard that the 20th century has not been kind to Mi'kmaw heritage. Mi'kmaw participants said that failed government policies of forced centralization, residential schools, and assimilation have taken a major toll. People said that these tragedies, and little subsequent support for Mi'kmaw heritage, have served to marginalize their community.

We also heard that efforts to tell their story have involved Mi'kmaw people, but seldom have Mi'kmaw people led or controlled these initiatives. Those we spoke to believe that the time is ripe for change. They say that with training to acquire the necessary heritage skills, this can happen sooner rather than later. The act of telling their own story is an essential step in the healing that must take place for the Mi'kmaw people. Acadians and African Nova Scotians expressed similar sentiments.

PUBLIC EDUCATION

Those we spoke with also believe that not enough is being done to integrate Mi'kmaw history, culture, and language into the public school system.

TOURISM READINESS

Respondents told our task force that the absence of market-ready Mi'kmaw tourism products is a missed opportunity for Nova Scotia. Tourists demonstrate interest, but there is not enough available for them to experience.

TRUE PARTNERSHIP ENVISIONED

To quote from Nova Scotia's current Community Development Policy, "the Government supports the development of more collaborative approaches with communities" and "the community plays the leadership role in its own development." The task force believes this should be the approach taken in working with the Mi'kmaw community. Co-management of heritage sites is one example of how this can work.

HERITAGE CHAMPIONS WITHIN THE COMMUNITY

There is a Mi'kmaw Cultural Network in place mandated to discuss and propose plans for the development of heritage within the Mi'kmaw community. Alliances between the Mi'kmaw Cultural Network and the Province of Nova Scotia should be further developed to help identify key heritage activities of mutual interest.

Over and above the services and programming available to the entire heritage sector generally, the Province of Nova Scotia should enhance measures to emphasize the development of Mi'kmaw heritage. An example of such an initiative is Mi'kmawey Debert, the only Palaeo-Indian site and the oldest archaeological site in the province. In such sites, development plans should allow the Mi'kmaq to take on the lead role in telling their own stories.

ALLIES

The Mi'kmaq were the Acadian's closest and most faithful ally during difficult times of conflicts. Mi'kmaw knowledge of the climate, fauna, flora, water, transportation, housing, and all the associated skills were shared and quickly adopted by the Acadians.

The deportation of 1755 and the seven subsequent years when the Dank Rangers, a New England Regiment, hunted down the Acadians for a few pieces of silver were years of eradication. Throughout this time the Mi'kmaq took the Acadians into their communities, hid them, shared their food, and provided shelter. This contributed immensely to the survival of the Acadians.

ACADIANS

A PIVOTAL ROLE
Acadians have played a central role in building what have become the province of Nova Scotia and the country of Canada.

EMPHASIS DESERVED
Representations to the task force from the Acadian community suggest that as the initial European settlers, additional emphasis and resources should be placed on protecting and preserving Acadian heritage.

Acadians are active participants in the heritage sector throughout Nova Scotia, and they share many of the general concerns expressed to the task force. We also heard about specific concerns arising from their unique culture.

LANGUAGE
The task force heard that language is the focal point of Acadian heritage. Language is how Acadians express and live their heritage. Maintaining language skills is essential to prevent assimilation by the dominant culture, particularly among younger Acadians.

Acadians also expect bilingual government service when it comes to the delivery of heritage programs.

ARCHAEOLOGY AND GENEALOGY
Acadians place greater value than most on archaeology and genealogy. The increased emphasis may well be attributed to the deportation. Archaeology uncovers pre-expulsion Acadian foundations and artifacts, while genealogy knits together the family history through time and geography.

RELIGION
We listened to those who described the great importance that religion plays in their lives and in the lives of the Acadian people generally. Preserving churches, cemeteries, and religious artifacts are important considerations.

COMMUNITY RADIO

In Cheticamp we learned of the powerful effect of CKJM, a local Acadian radio station with a listening rate of around 90 per cent. Local radio, we are told, creates a cohesive community. It promotes Acadian heritage across the world by the Internet. Operators of the radio station have saved over 500 heritage songs from being lost by using their sound studio. And they have helped local artists produce over 30 albums. CKJM broadcasts in English, French, and Gaelic.

CULTURAL CENTRES
Acadians also place great importance on the availability of cultural centres to facilitate the expression of their heritage and for community cohesion.

VISIBILITY IN MARKETING PLAN
Some participants felt that Acadian heritage could contribute much more to the province's economy, if it received a more prominent role in the way we market Nova Scotia to Quebec, to the rest of Canada, and abroad.

SUPPORT FOR CSAP HERITAGE RESPONSIBILITIES
We heard from members of the Acadian community that the Education Act makes the French school board (CSAP - Conseil Scolaire Acadien Provincial) responsible for promoting Acadian culture, but does not make additional funding available to see that this happens.

Assimilation is an omnipresent threat for Acadian people. Immersing children in Acadian culture is crucial for strong identity and pride. Acadians tell us that resources need to be made available to fulfill the school board's mandate as it relates to heritage. We agree.

Although we recognize that the federal government does support aspects of Acadian heritage, we believe that the Province of Nova Scotia should place additional emphasis and resources on Acadian heritage.

AFRICAN NOVA SCOTIANS

IDENTITY

African Nova Scotians spoke of an identity going back to the time of Mathieu DeCosta, who came to Nova Scotia in 1605 as a navigator and interpreter for the French colonists. Ancestors of today's African Nova Scotians arrived as slaves to the New England Planters and Loyalists, as free Black Loyalist refugees during the American War of Independence, as refugees of the War of 1812, and as Caribbean immigrants seeking work in the coal mines and steel plants of Cape Breton.

STRENGTH FROM ADVERSITY

Slavery, segregation, marginalization, racism, and Africville are all part of a very real and painful heritage for African Nova Scotians.

African Nova Scotians told the task force that they draw great strength and identity as a people from their past adversity. We heard people from this community say that they need to tell their story from their own point of view. We also heard that more stories need to be told about the positive contributions made by African Nova Scotians to the province and the nation.

VISIBILITY

African Nova Scotians told us that their culture is not visible in Nova Scotia and it hurts. This conveys the feeling that they are less valued than other more visible cultures. They feel they must work harder than other cultures to gain similar levels of recognition and support.

SHELBURNE 1784

Shelburne had a population of at least 10,000 by 1784, due in great part to the influx of Loyalists at the end of the American Revolution. At that time, Shelburne was the fourth largest settlement in North America, much larger than either Halifax or Montreal. The Black Loyalists, who came at the same time, founded the largest free Black settlement in North America on the northwest arm of Shelburne Harbour, called Birchtown.

Visitors to the Birchtown Museum

INTANGIBLE HERITAGE

Intangible heritage such as music, church, family, crafts, and traditions receive high priority among African Nova Scotians. Because little documentation currently exists, we understand a focused effort is required to document oral history now at risk of being lost forever as elders pass on.

PUBLIC EDUCATION

We heard a number of times about the need to do a better job of teaching African Nova Scotian heritage and history in schools. African Nova Scotians say that their history should be an integral part of Nova Scotia studies and that there also should be an appropriate number of teachers from each cultural population in the school system.

HERITAGE INFRASTRUCTURE AND PROGRAMMING

Over and above the services and programming available to the entire heritage sector generally, the Province of Nova Scotia should increase measures to emphasize the development of African Nova Scotian heritage as an important element to consider in our future provincial museum system (The Nova Scotia Museum).

We also note the importance of utilizing existing community infrastructure such as church halls or library meeting areas.

CULTURAL CHAMPION

The task force discovered that while the Acadian and Mi'kmaw communities already appear to have committees established with heritage mandates, the African Nova Scotian Community does not. We believe an entity like the Mi'kmaw Cultural Network should be established within the African Nova Scotian community to serve as heritage champions in the future.

OTHER CULTURAL POPULATIONS

We met with representatives from the following cultural organizations:

- Atlantic Jewish Council
- Chinese Association of Nova Scotia
- Arab Canadian Association
- Indo-Canadian Society
- Scandinavian Society of Nova Scotia
- Canadian Lebanon Society
- German Canadian Association of Nova Scotia

We heard in our sessions that Canada stands as an example to the rest of the world for how it embraces the multicultural model.

CULTURAL CENTRES

Cultural populations need cultural centres of their own. These centres serve multiple purposes from meeting spaces to museums, to archives, to schools, and to theatres. They host concerts, festivals, and funeral receptions.

Where cultural centres do not exist, many cultural populations invariably strive to acquire one. And yet for many, this is still a dream. The idea of a Halifax Multicultural Centre with separate space for a number of cultural populations was raised more than once as a great idea.

LINKS

Immigrant populations strive to maintain links with their culture and their homelands. They worry about their children and grandchildren losing touch with their heritage. So much can be lost in one generation.

A COMMUNITY OF DISTINCT ETHNIC NEIGHBOURHOODS

Whitney Pier, a community of distinct ethnic neighbourhoods, is part of the city of Sydney. It developed to accommodate labourers for the steel plant and the coke ovens. The area became home to many of those who were recruited and came to Canada at the beginning of the 1900s. Along with local migration of rural Gaelic-speaking Cape Breton Scots, French-speaking Acadians, and Newfoundlanders, there were immigrant Ukrainians, Poles, Caribbean Blacks, Italians, Irish, Hungarians, Croatians, Lebanese, and European Jews. In smaller numbers came Slovaks, Slovenes, Bulgarians, Czechs, Serbs, Macedonians, and Russians.

Whitney Pier developed a strong sense of identity, working class solidarity, and respect for diverse cultures that still exists today in this community of 6500.

RECOMMENDATIONS—CULTURAL DIVERSITY

4 **Work with heritage champions (such as the Mi'kmaw Cultural Network) within the Mi'kmaw, Acadian, and African Nova Scotian communities to identify opportunities for increased emphasis on the heritage of these populations.**

5 **Ensure that the Mi'kmaw, Acadian, and African Nova Scotian communities play a lead role in telling their own stories.**

6 **Increase funding to help Nova Scotia's diverse cultural populations celebrate their heritage at the community level.**

MUSEUMS

MUSEUMS IN CRISIS

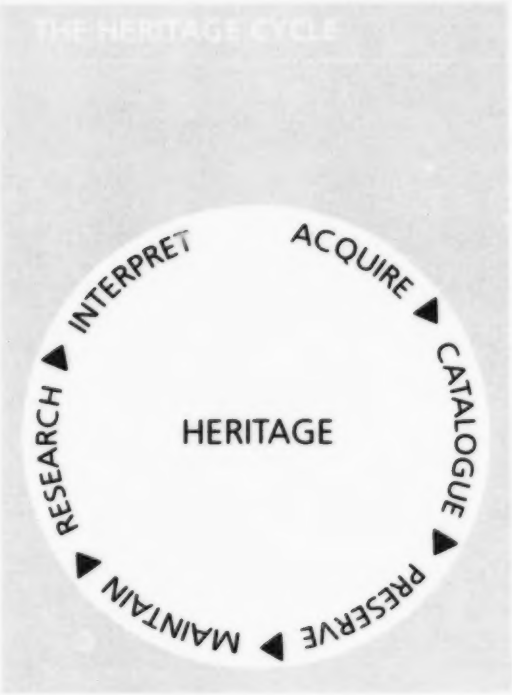
We believe that the museum sector is facing significant challenges.

Heritage workers told us that
Budgets have stayed the same or have decreased steadily. The South Rawdon Museum has closed and others face the same fate. Museums that were previously open all year, now close for the winter as they can't afford to pay the heating bill. Heritage workers are being laid off and their hours are being cut back to keep the doors open. Curators are fundraising instead of adding to collections, preserving, and interpreting. Roofs can't be fixed. Schools are cutting back on heritage field trips. Archives are not adequately funded. Some people no longer trust museums to care for their family heirlooms. There is too great a reliance on volunteers, who can do no more. Project funding has replaced operational funding. Volunteers are harder to recruit and are aging. Museums can't keep up with evolutions in digital technology. Museum presentations are stagnant. Conservation labs are virtually non-existent. Heritage workers are poorly compensated. Training budgets are too small. Municipalities don't take enough responsibility. Plans to replace retiring experts don't exist in most situations. Summer employment grants for students are uncertain and too short. New museums receive start-up money with no likelihood of sustainability. Operating expenses have skyrocketed. Professional advice is difficult to access.

The task force found it remarkable that this message was so consistent from heritage workers and volunteers throughout Nova Scotia. This includes people from among the 27 Nova Scotia Museums, the 66 provincially supported community museums, and other heritage facilities.

HERITAGE FACILITIES NEED SUPPORT

The Federation of Nova Scotian Heritage pointed out the fiscal reality that virtually no heritage facility or service can operate without some portion of its funding, whether capital or operational, coming from a government source. Other consultation participants said that museums should be supported in the same way as other public services like health care, highways, public schools, or libraries. Still others said



that while it is correct to expect heritage facilities to behave in a business-like manner, it is not fair to treat them the same way as for-profit businesses. They are essentially public services.

Heritage workers, paid and volunteer, are holding the entire system together on shoestring budgets. They are doing it through sheer willpower and passion. Our chosen heritage facilities deserve adequate support.

Defining and implementing a museum strategy should be one of the government's key heritage priorities, as the current system is not sustainable.

A RESTRUCTURED NOVA SCOTIA MUSEUM

Nova Scotia needs to identify and fund a limited number of provincial museums. This means supporting and investing in fewer provincially owned sites than the 27 that exist today. As the centrepieces of the provincial museum system, they must be adequately resourced to take on their leadership role.

Currently we have a hodgepodge of heritage facilities without clear, consistent themes. To improve the situation, tough decisions must be made.

The task force does not have the required expertise or mandate to define a detailed museum strategy. We see the need to strike a temporary working group with the heritage expertise to make tough restructur-

ing decisions. This group of experts should be empowered to decide which facilities warrant provincial government support and which do not.

A restructured Nova Scotia Museum supported by the province should

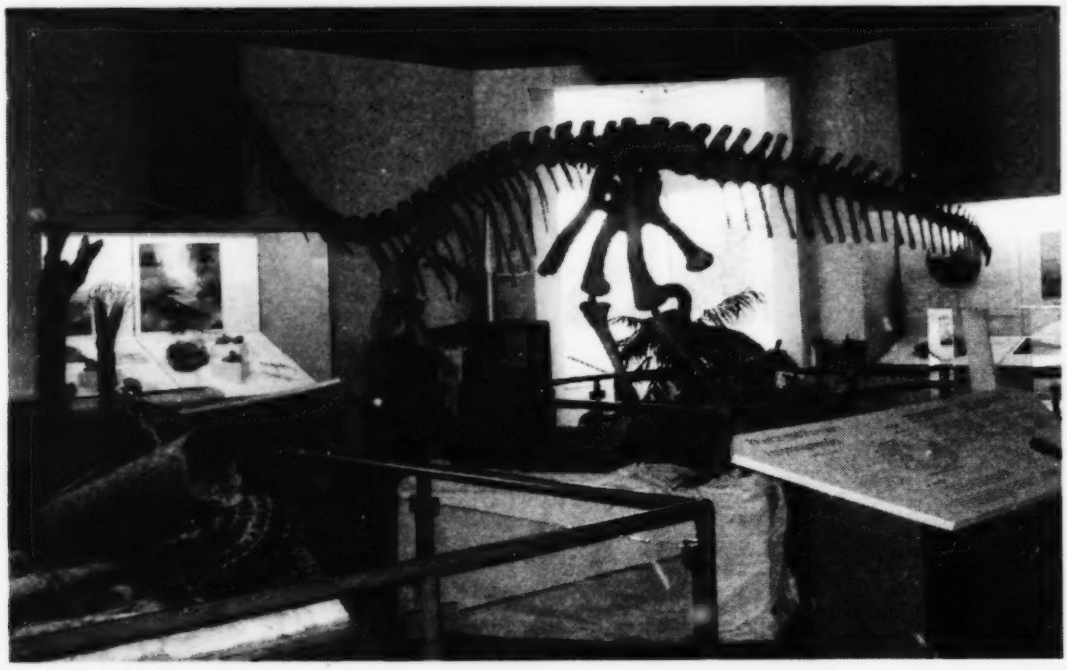
- Represent our provincially significant tangible, intangible, and natural heritage.
- Enable sustained investment in all aspects of the heritage cycle.
- Offer an affordable public service to all.
- Provide captivating and experiential heritage for museum visitors.
- Employ heritage experts in all aspects of the heritage cycle and make it possible for them to do their jobs without being overly preoccupied by the need to organize fundraisers, repair leaky roofs, or prepare grant applications.
- Maintain high standards in all aspects of the heritage cycle.
- Recognize that the traditional definition of a museum may not fit the needs of different cultures.

We believe that the facilities chosen as the Nova Scotia Museum, our provincial museum system, may include both traditional museums and cultural centres.

Where themes or stories are either not currently being told, or not well told, the working group could recommend the establishment of new sites.

Sustainable funding arrangements and partnerships must be established so that the chosen museums and cultural or heritage facilities can perform the primary roles of heritage with professionalism and pride.

There should be a transition plan in place for sites that are currently part of the Nova Scotia Museum network, but that do not get selected to be a part of the future provincial system. This might include a tapering off of funding over a number of years.



Fundy Geological Museum

A COUNTY/REGIONAL MUSEUM SYSTEM

The restructuring working group should also decide which regionally significant facilities should be provincially funded as part of a year-round county/regional museum system. We believe these independently owned and governed museums should be designated as part of Nova Scotia's museum network and strongly supported by the provincial government.

Facilities designated as county/regional museums should also act as regional archives and sources of expertise for other heritage facilities in their areas. To do this they will need to be properly funded and staffed.

COMMUNITY MUSEUMS

Currently 66 community museums share less than one million dollars from the provincial government through the Community Museum Assistance Program (CMAP). Individual amounts range from a high of $64,000 to a low of $659 annually.

Most people associated with CMAP thought very highly of the way it operates and the assistance it provides. However, new facilities have been added to the list of recipients without a corresponding increase in funding to CMAP. This means resources are spread too thinly. In the future, museums should be added to CMAP only with corresponding increases to overall funding.

The provincial government should continue to support community museums using CMAP. However, no site should be eligible for provincial funding if not also financially supported by the relevant municipal government. We believe that most municipalities do not position themselves as heritage leaders. It is time for municipalities to step up and accept their share of the responsibility for heritage.

A number of program participants said that the paperwork and accountability requirements of funding programs may outweigh the benefits. One way to improve the system is to simplify the grant process and reporting requirements. The effort needed to apply for funds should not be onerous—particularly if the funding provided is modest. Many of these comments and suggestions have been considered in a recent detailed evaluation of the CMAP program commissioned by the Heritage division. Challenges remain, but with increasing program evaluation and individual community museum site evaluations, information is being gathered that will inform how the program is delivered in the future to the benefit all Nova Scotians.

People spoke in glowing terms of the Passage Project, which is an initiative supported by the provincial government to help standardize the information technology of community museums throughout Nova Scotia for cataloging and sharing their collections online. Most say it is time to make this a permanent fixture of the CMAP support program. We agree.

OTHER MUSEUMS

Museums that do not qualify for CMAP funding must be entirely supported by the municipal level of government or by other means.

COMPENSATION AND TRAINING FOR HERITAGE WORKERS

The Province of Nova Scotia must make a conscious choice to recruit and compensate heritage workers fairly and train them well. We heard about heritage workers with advanced degrees making salaries far below what is reasonable given their education and expertise. Treating heritage workers fairly would also signal to the youth of our province that heritage is a career path worth exploring.

YOUTH INVOLVEMENT

High school and university aged youth in our province should be encouraged to consider working or volunteering in the heritage sector. Museums and other facilities should aggressively promote the availability of volunteer opportunities. They should also hire students for work terms who have a proven aptitude through their volunteer activities or through their school projects. Information technology is an area where students can bring their skills to contribute in an area of challenge for museum staff. To prepare the heritage workforce of tomorrow, it will be important for programs at the community college and university level to be further developed.

RECOMMENDATIONS—MUSEUMS

7 **Create a temporary working group of experts to restructure the provincially supported museum system to achieve the ends identified in this report and to**

   a **Identify the heritage centerpieces that will form Nova Scotia's provincial museum system (The Nova Scotia Museum).**

   b **Identify the year-round, regionally significant county/regional heritage facilities to be supported by the province. These independently owned and governed museums should also have a mandate to serve as archival facilities and sources of expertise for community museums in their area.**

   c **Identify those community museums to be supported by the Community Museum Assistance Program in partnership with municipal governments.**

8 **Freeze the current list of museums that get funding under the Community Museum Assistance Program unless corresponding increases in funding to the program occur when new recipients are added.**

9 **Develop a funding formula that enables provincially funded museums to fairly compensate and train their heritage workers.**

10 **Make the Passage Project a permanent addition to the Community Museum Assistance Program.**

ARCHIVES

Archives underpin virtually all other aspects of heritage. Those that derive great value from archival collections include historians, journalists, film makers, urban planners, marketers and sales people, the publishing industry, archaeologists, genealogists, the built heritage community, museum workers, educators, students, lifelong learners, immigrants, cultural groups, and heritage tourism operators.

We have been told that without a reliable record of the past, organizations are at a disadvantage and cannot function to their full capacity. Consider the value of original treaty documents to the Mi'kmaw people in advancing their rightful claims in the courts and in negotiations with other levels of government.

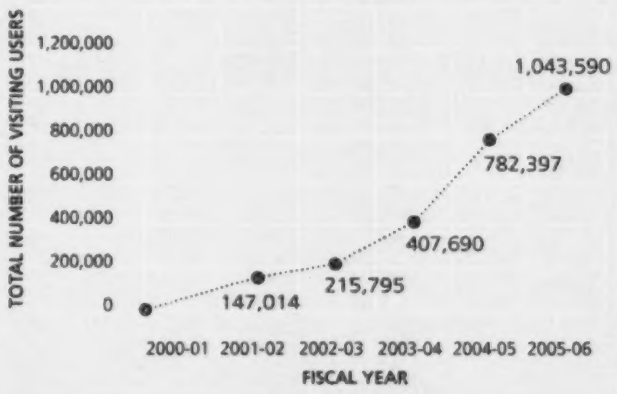
LIMITED EMPHASIS ON ARCHIVES

Governments, businesses, non-profit organizations, and municipalities could do a lot more in this area of heritage. Few municipalities or businesses dedicate many resources to archives.

A LEADER IN ONLINE ACCESS

The Public Archives of Nova Scotia is one of the busiest archives in Canada. It is a leader in providing online access to archival resources. In recognition of its work the Archives Online Resources Team received a Premier's Award of Excellence.

TOTAL VISITING USERS BY FISCAL YEAR



This is a major concern, especially since in 1998 the new Public Archives Act limited the Nova Scotia Archives and Records Management's (NSARM) acquisition mandate to preserving the archival records of provincial government departments, agencies, boards, and commissions, as well as private-sector records of provincial scope or significance.

This legislation enabled NSARM to make more effective use of available resources, encouraged municipalities to take care of their own records, and repatriated local records to the area in which they were created.

As one result, the Halifax Regional Municipality formally established an archive in September 2005. Although this was welcome news to the archival community, the Council of Nova Scotia Archives (CNSA) expressed concern to us about the other 54 local governments and municipalities. Of these, only Argyle Township has an established archival program. Most municipalities do not make their non-current records accessible, nor do they have a person designated as responsible for identifying records of continuing value.

Although it is reasonable to ask municipalities to assume this responsibility, we are concerned that the NSARM might be placing too much emphasis on its role of archiving provincial government records.

The private sector records of individuals that are deemed provincially significant should continue to be a major focal point for NSARM.

A GROWING INTEREST IN GENEALOGY

Across the province, heritage facilities are dealing with a flood of interest in genealogy from people all over the world. We have learned from the Nova Scotia Visitor Exit Survey that 16 per cent of vacationers from June to November 2000 chose Nova Scotia as a destination in order to research their family tree. An additional 5 per cent reported it as a secondary reason for visiting here. This is an excellent reason to further invest in archival functions.

OTHER CHALLENGES FOR ARCHIVES

Other reasons to pay special attention to archives include the new demands imposed by the protection of privacy and copyright legislation.

According to CNSA's survey of their member organizations, of the 22 that responded, 14 claim that they have no control over humidity and 8 claim that they have no control over temperature in their storage areas. This is also a problem for museums.

There is no guarantee that today's digital records can be accessed by tomorrow's technology. This poses significant software, hardware, training, and cost concerns for those involved in archival heritage. We believe that these significant information technology challenges call for a comprehensive and coordinated response.

RECOMMENDATIONS—ARCHIVES

11 **Encourage publicly funded institutions and municipal governments in their efforts to develop and maintain public archive systems.**

12 **Develop a regional archives system for records of the people (regionally significant non-government records, letters, diaries, etc.) in conjunction with the regional/county museums (Recommendation 7b).**

13 **Emphasize the traditional role of Nova Scotia Archives and Records Management (NSARM) as a public archives, holding the records of the people (provincially significant non-governmental records, letters, diaries, etc.).**

14 **Undertake and implement the results of a comprehensive needs assessment on information technology as it relates to archives.**

BUILT HERITAGE

Built heritage is likely the most visible element of Nova Scotia's cultural heritage assets. It sets us apart from other jurisdictions and contributes greatly to the character of our communities and our pride in them.

We heard throughout our consultations about the lack of incentives for built heritage preservation and the lack of "teeth" in the Heritage Property Act.

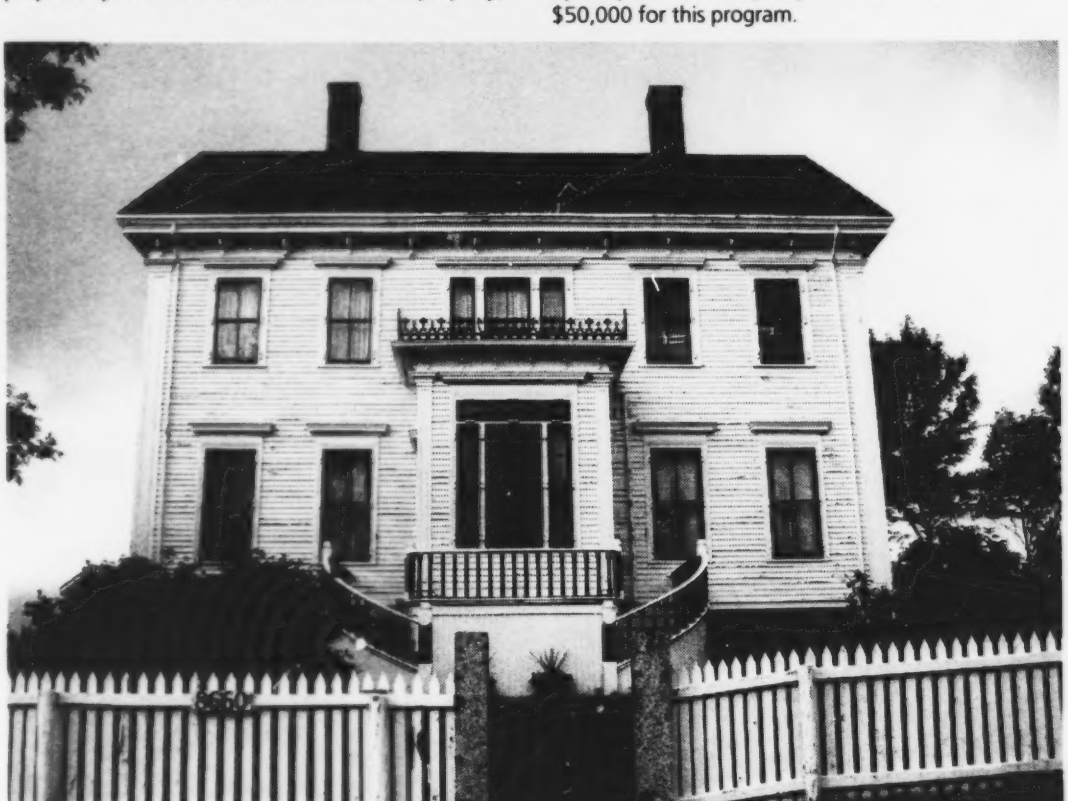
ALTERATIONS OR DEMOLITION CONTROLS

We heard repeatedly about an existing problem with section 18 of the Heritage Property Act that deals with municipally registered heritage properties. Owners must seek approval from municipal council before altering or demolishing a heritage property. However, section 18 says that if a municipal council rejects a proposal by an owner to alter or demolish a property, after waiting one year, the owner may carry out the alteration or demolition. We are the only province in the country that allows this to happen.

The Heritage Property Act should be amended to remove the one-year waiting period provision so that municipalities have the option to reject proposals for alteration or demolition of registered heritage properties. Alteration or demolition can still occur, but only with council approval in extenuating circumstances or through an official appeal process available to the property owner.

LACK OF INCENTIVES

Heritage property owners pointed out that the Province of Nova Scotia offers a small grant of $1000 every two years to help maintain provincially registered properties. We understand that the total invested by the province on a yearly basis does not exceed $50,000 for this program.



Lawrence House

Many people told us it was hardly worth the paperwork to apply and account for the program. We agree. The Province of Nova Scotia should increase the built heritage grant program so that it provides a real incentive for property owners to seek or maintain heritage designation and to otherwise invest in preserving heritage properties.

DOWNTOWN REVITALIZATION

We learned about many good reasons to rehabilitate and reuse heritage buildings. Donovan Rypkema, an internationally renowned consultant and educator on built heritage, spoke to us about successful downtown revitalization initiatives. Every successful example of a downtown revitalization involved heritage. In fact, he believes downtown revitalization and heritage are for all intents and purposes one and the same thing.

A WISE INVESTMENT

We learned that investment in building rehabilitation creates proportionately more jobs and greater household income than investments in many other industries. We also heard that the reuse of heritage buildings reduces urban sprawl and is both environmentally and fiscally responsible. Mr. Rypkema, in his book The Economics of Historic Preservation, also cites examples of heritage-based tourism providing greater returns than other sources of tourism. The heritage tourist stays longer, visits more places, and spends more money.

INSURANCE FOR HERITAGE PROPERTIES

A number of people voiced concern about the difficulty in getting insurance or the cost of insurance for registered heritage properties.

Our consultations indicated that insurance is available to heritage property owners and that more education about the Heritage Property Act requirements could help make insurance more accessible. We refer readers to a report prepared for the Provincial Heritage Property Owners Association of Nova Scotia, titled *Insurance for Registered Properties in Nova Scotia*, May 2004.

PRIVATE SECTOR INVOLVEMENT

It is important to create incentives that move private capital into the built heritage sector. Some jurisdictions freeze assessments when owners make investments to their heritage properties; banks in the United States have worked together to offer low-interest loans for heritage properties; and the United States government offers an income tax credit at the federal level for heritage investments.

ASSESSMENT CLASSIFICATION FOR HERITAGE PROPERTIES

One way for Nova Scotia to encourage investment would be to create a separate assessment classification for heritage properties to reduce property taxes. This would prevent situations like the one described by a historical association in Nova Scotia that rescued a lighthouse for their community only to receive a property assessment for their coastal property listed as commercial (a higher tax rate).

Many people also mentioned delaying assessment increases for property owners who make investments to a heritage property. We agree with this approach as well.

LIGHTHOUSES

Lighthouses, icons of our tourism literature, were on the minds of a number of people who attended our town hall meetings. The federal government has been divesting itself of such properties. We understand that they are first offered at a nominal fee to the province, then to municipalities, and next to community groups, before being offered at market value to the private sector.

Tourists expect to see lighthouses when they come to Nova Scotia, but lighthouses are becoming increasingly difficult to find. We suggest that all lighthouses still in government hands be considered for heritage designation. In this way, lighthouses could be privately owned but still protected as built heritage. This would help preserve an important piece of our coastal heritage. This status would also make lighthouses eligible for provincial heritage property programs. Lighthouses are an example of where partnerships could to be employed to save heritage.

LIGHTHOUSES

Nova Scotia has four provincially designated lighthouses: Mullens Point, Gilberts Cove, Fort Point, and Cape Forchu. Three more lighthouses have other heritage designations including Sambro, the oldest operating light in North America, Louisbourg, Canada's first lighthouse, and Cape Sable, a registered federal heritage building. The provincial government recognizes the many values associated with lighthouses. It supports a provincial lighthouse divestiture committee led by the Department of Tourism, Culture and Heritage.

CHURCHES

Churches are threatened as population shifts and patterns of worship change. We heard that churches with declining congregations are finding it more and more difficult to continue. These heritage pillars of our communities will be at greater risk with each passing year. Many churches are ripe for heritage designation—either municipally or provincially. We urge the religious orders themselves or the local communities to develop strategies for maintaining these important structures.

GOVERNMENT OFFICES AND HERITAGE PROPRTIES

An important thing Nova Scotia could do to preserve heritage properties would be to encourage all levels of government to make use of heritage properties for their offices. This would provide many returns to both the owner and the community.

HERITAGE DISTRICTS

The Halifax Regional Municipality has plans to establish the Barrington Street Historic District. This excellent project is to be applauded. We learned that heritage districts have saved a great deal of built heritage in the United States. In 80 per cent of cases the properties within heritage districts increased in value faster than if they had not been included.

Municipalities across Nova Scotia should be encouraged to designate more heritage districts, more frequently.

RECOMMENDATIONS—BUILT HERITAGE

15 **Amend the Heritage Property Act to give municipalities the option to reject proposals to alter or demolish heritage properties.**

16 **Increase the grant money to help property owners maintain provincially designated heritage properties and to facilitate the creation of heritage conservation districts.**

17 **Create a heritage property assessment classification with a lower applicable tax rate to provide a financial incentive for owners of registered heritage properties and properties included in heritage conservation districts.**

18 **Change the assessment system so that property owners who make investments in a registered heritage property or to properties included in a heritage conservation district are protected from assessment increases for a period of time.**

19 **Consider all lighthouses in Nova Scotia for heritage property designation. Pursue partnership opportunities with other levels of government and community groups to protect and maintain public access to lighthouses and the associated properties.**

20 **Establish a policy that encourages provincial and municipal government offices to occupy heritage buildings.**

ABANDONED CEMETERIES

Many people expressed concern about abandoned cemeteries in Nova Scotia. There are hundreds, if not thousands, of such sites in our province.

VOLUNTEERS AT WORK

At a number of our community meetings we met volunteers who spend many days a year working passionately to find, document, and care for abandoned cemeteries. We understand these sacred places often don't appear to be anyone's responsibility.

THE HERITAGE VALUE OF CEMETERIES

Cemeteries are important tangible evidence for society's ever-expanding interest in genealogy. To a person tracing their roots, a cemetery can mean a great deal. We've been told about people returning to Nova Scotia or visiting for the first time to find the burial place of a relative.

Students exploring their family tree or learning about the history of their community can benefit by visiting their local burial places—particularly pioneer cemeteries. We can foster respect for heritage in the younger generation through projects such as assigning the care of cemetery stones to students, as is done in the Netherlands with the graves of Canadian soldiers. We can also protect cemeteries by making stronger penalties for vandalizing gravestones.

For many people, cemeteries are places for quiet meditation. For others they represent a way to attract and satisfy tourists. Those who complete the candlelight tour of the Garrison Graveyard at Fort Anne National Historic Site in Annapolis Royal don't soon forget the superb story telling abilities of Alain Melanson.

For these reasons and more, Nova Scotia's heritage strategy should recognize cemeteries as a record of our history and a core element of our collective heritage.

LONG-TERM PARTNERSHIP REQUIRED

Governments, volunteers, religious orders, and heritage organizations need to share in the responsibility for protecting our cemeteries. We did not find anyone within the provincial government with an assigned responsibility for abandoned cemeteries. Each abandoned cemetery needs to be accounted for, documented, protected, and preserved to the greatest extent possible.

This is a monumental and ongoing task. We have discovered that volunteers are up to the job. In fact, they have already been at work across Nova Scotia doing much of what needs to be done. But they have received little sustained support, recognition, or direction.

People told us that Nova Scotia needs a way to coordinate and record information about abandoned cemeteries. We agree that a central directory of cemeteries should be created and maintained. Volunteers will undoubtedly provide most of the effort, but government should support them by establishing a central database.

Governments should also help those involved with cemetery work with grants. They are performing a valuable service and should be able to count on consistent, predictable support.

RECOMMENDATIONS—ABANDONED CEMETERIES

21 Support volunteer groups through training and modest funding and encourage youth to be involved in locating, documenting, protecting, and preserving abandoned cemeteries.

22 Create and maintain a detailed provincial inventory of abandoned burial grounds and cemeteries.

ARCHAEOLOGY

The Nova Scotia Department of Tourism, Culture and Heritage website contains the following passage:

Over the past 11,000 years the area we know today as Nova Scotia has been settled by many different groups of people. The first people to come to the area are known to archaeologists as the Palaeo-Indians. The first permanent European settlement was established in the early seventeenth century.

Written records only became available in the last 500 years and much of the daily life of ordinary people has gone unrecorded. By studying the things left behind, discarded, or lost by people, archaeologists try to reconstruct life in the past.

Archaeologists can only tell a part of the story since only the most durable materials will survive the natural process of decay or human destruction. Some aspects of culture, such as customs, beliefs, and music may survive through oral tradition, but there are still large gaps in our knowledge. Future archaeological discoveries may help us to tell a more complete story.

MORE DIRECTED RESEARCH

Professional archaeology developed slowly in Nova Scotia from 1862 onward, and was often neglected for decades. Despite this record, the Palaeo-Indian site at Debert and the archaeological excavations at Louisbourg stand out as examples of best practice in directed archaeological research.

Despite the importance of archaeological sites to the Mi'kmaq, the Acadians, and African Nova Scotians, little directed research has taken place in recent years. Of the 90 or so heritage research permits issued in the past year, most are associated with the Environment Act's pre-development assessment process. Some university research does take place, but few Nova Scotia universities have degree-granting programs in archaeology.

AN OPPORTUNITY

We believe that archaeology represents an extensive and virtually untapped resource for Nova Scotia. People told us about the exciting potential for connecting archaeology with public education and with tourism. Where professionally directed excavations take place near historic sites, we heard that tourists express a high degree of interest in what's happening.

We learned that Nova Scotia has a rich archaeological resource. Some 1200 sites have been recorded to date with 30 to 50 additional locations added to this list each year. Of the 1200 known sites, more than 800 of these are associated with Mi'kmaw heritage.

The task force believes that the lack of professionally directed archeology amounts to a missed opportunity. This issue needs to be addressed.

SPECIAL PLACES

The Special Places Protection Act is the tool used to protect and provide for the management of archaeological places. To date Nova Scotia has used this legislation to designate only five sites of archaeological significance:

- Joggins Fossil Cliffs - (Palaeontology)
- Parrsboro Fossil Site - (Palaeontology)
- Debert Palaeo-Indian Site - (Archaeology)
- Fletcher Lock, Shubenacadie Canal - (History/Archaeology)
- Port Morien Old French Coal Mine - (History/Palaeontology)

While the Heritage division has completed a draft management plan for the Joggins protected site and is working on finalizing the Debert site plan,

Along the Bay of Fundy coast two designated Special Places tell stories of our ancient past. At the Fundy Geological Museum in Parrsboro visitors can learn about 500 million years of geological history and some of Canada's oldest dinosaurs. Nearby, and on Canada's tentative list to go forward for UNESCO World Heritage Site Designation, are the Joggins Fossil Cliffs, a world-class palaeontological site. Currently, the Cumberland Regional Economic Development Association in partnership with community and all levels of government, is leading a project to develop, interpret, and promote the significance of the fossil cliffs to heritage enthusiasts from around the world.

management plans have not been finalized for all sites and should be encouraged. Also, little onsite interpretation occurs, and little enforcement takes place. This should change. And more Special Places should be recognized, including those that represent our Mi'kmaw, Acadian and African Nova Scotian communities.

PRE-CONSTRUCTION SCREENING

Respondents told us that the Special Places Protection Act should make it mandatory to check inventories of known archaeological resources before development permits are issued. If the development is in proximity to known sites, people say archaeologists need to be deployed to assess the situation before construction starts. The act should be used to make archaeological screening a part of the planning processes for municipalities throughout the province.

LANDOWNER PERMISSION A BARRIER

Seventy percent or so of Nova Scotia is privately owned. This includes about 95 per cent of our coast. Much of our archaeological heritage exists on private land. The Special Places Protection Act says, *"A permit issued under this Act does not authorize the permit holder to enter upon lands or remove heritage objects therefrom without consent of the owner or person entitled to grant consent ..."*

Unless you can secure permission from the landowner, a Heritage Research Permit does not ensure that you can search for heritage objects. For some, this policy goes too far in making the landowner an ultimate roadblock to the recovery of valuable Nova Scotian heritage. This may be true.

AMENDING THE ACT

For these reasons, the Special Places Protection Act of 1980 should be opened for public review and amendments in the near future.

A GRADUATE PROGRAM

We heard several times about the need to create a graduate level archaeology program at the university level. More often than not, directed research has happened in the past through St. Mary's or St. Francis Xavier, as both universities had hired archaeologists in the 1970s. However, despite the richness of our archaeological heritage, no university in the province has a graduate program. This is an opportunity.

MI'KMAWEY DEBERT

The Debert Palaeo-Indian site offers an extraordinary opportunity for investment.

The Confederacy of Mainland Mi'kmaq of Nova Scotia plan to erect a cultural centre at Mi'kmawey Debert as part of a major initiative to highlight this Canadian and internationally significant site. We fully support the efforts of the Confederacy and urge all levels of government to make this a priority.

Joggins Fossil Cliffs

THE DEBERT PALAEO-INDIAN SITE

The Debert/Belmont area occupies a commanding view near the head of Cobequid Bay and was ideally situated to intercept herds of migrating caribou once common to the Maritimes. Archaeological evidence indicates small, seasonal hunting camps, perhaps re-visited over several generations ...

It is the only Palaeo-Indian site in Nova Scotia and it is the oldest archaeological site in the province; it is the most northeasterly Palaeo-Indian occupation positively identified; and, it is one of the few Palaeo-Indian sites to have been discovered within the portion of North America that was glaciated ...

Evidence of First Peoples is recognized through distinctive stone tools which are known only to belong to Palaeo-Indian tool kits. Isolated finds have been recorded in each of the three Maritime Provinces; however only one major living area, near Debert and Belmont in Colchester County, has so far been identified. Radiocarbon dating places the age of these finds at approximately 11,000 years ago. (from the Nova Scotia Museum website)

RECOMMENDATIONS—ARCHAEOLOGY

23 Commit to a research agenda and fund professionally directed archaeological excavations. Take advantage of the opportunities for education and tourism.

24 Provide resources to finalize the management plans for all existing designated Special Places and consider options for designating additional locations—particularly those sites related to Mi'kmaw, Acadian, and African Nova Scotian communities.

25 Amend the Special Places Protection Act to make it a planning requirement for those undertaking construction projects to check inventories of known heritage resources before starting.

26 Support the creation of a graduate program in archaeology.

UNDERWATER CULTURAL HERITAGE

Nova Scotia, with its vast coastline, has a wealth of shipwrecks submerged along its shores. But unlike any other Canadian jurisdiction, Nova Scotia's Treasure Trove Act allows treasure hunters to take what rightfully belongs to all Nova Scotians, and to sell it to the highest bidder. In all other provinces the Crown keeps full ownership of all underwater heritage for the benefit of the people.

The Treasure Trove Act was enacted in 1954 to facilitate treasure hunting at Oak Island, but has been applied to other treasure sites in recent years, including shipwrecks. This has had the effect of legitimizing the exploitation of heritage sites for private gain.

Treasure Trove licenses issued by the Province of Nova Scotia allow treasure hunters to keep 90 per cent of what they find. No other Canadian jurisdiction allows this to occur.

We heard the counter arguments that say without the incentive to private sector salvagers provided for by the Treasure Trove Act, little of our underwater heritage would ever be recovered. This argument goes on to say that as governments have neither the money nor the interest to undertake this work, unrecovered heritage would be lost forever to the forces of nature.

We acknowledge these perspectives; however, this report recommends a greater provincial role in the discovery, exploration, and possible recovery of our underwater heritage.

The Treasure Trove Act should be repealed immediately.

SPECIAL PLACES PROTECTION ACT

Our province's Special Places Protection Act defers to the Treasure Trove Act when it comes to protecting our maritime heritage. In other words, licensed treasure hunters are still permitted to take "precious stones or metals in a state other than their natural state" for personal gain. The Treasure Trove Act and the provision in the Special Places Protection Act that defers to the Treasure Trove Act perpetuate a finders-keepers mentality in Nova Scotia in regard to historical objects.

EDUCATION AND AWARENESS NEEDED

We heard about how important it is for people to know the principles and rules of underwater cultural heritage conservation. We believe that public awareness and education initiatives should be used in combination with enforcement.

Officials from Parks Canada told us about the Nautical Archaeology Society training program that they have used to educate diving communities. Originally developed in England, this training has been recognized by major diving and heritage organizations across the world as an ideal way to gain experience in this fascinating discipline.

We believe this would be a great first step to promotional and educational efforts if such a program could be provided for Nova Scotia's diving community.

A FUTURE IN DIVING

Louisbourg Harbour has the potential to be a world-class diving site for tourists and Nova Scotians alike because of the protection it has received through the federal government.

A MARINE ARCHAEOLOGIST FOR NOVA SCOTIA

With approximately 9000 km of coastline and thousands of shipwrecks in our midst, Nova Scotia needs a marine archaeologist on staff with the provincial government. Although the Heritage division manages a marine shipwreck database and helped to develop a Marine Archaeology Strategy in 2000, there is much to be done to protect our underwater cultural heritage. Nova Scotia's marine archaeologist should help set and lead an underwater heritage research agenda.

LOUISBOURG

Louisbourg Harbour serves as an example of how to care for our underwater heritage, while the outer entrance to the harbour shows the opposite situation. Since 1961, the federal government has protected the nationally significant underwater wrecks within the harbour.

Today, after 45 years, Louisbourg Harbour is a museum under the sea. It is a Canadian heritage jewel that helps to tell the amazing story of Nova Scotia's role in building the nation.

Outside the harbour we understand that little remains of other wrecks, as no special protection has been afforded to these archaeological sites. Individuals have added to their personal collections at a cost to society.

RECOMMENDATIONS—UNDERWATER CULTURAL HERITAGE

27 Repeal the Treasure Trove Act immediately.

28 Amend the Special Places Protection Act to make it effective as a tool for designating and protecting Nova Scotia's underwater cultural heritage.

29 Co-sponsor Nautical Archaeology Society training programs for Nova Scotia's diving community.

30 Hire a provincial marine archaeologist and initiate an ongoing research agenda that discovers, explores, and reports on underwater cultural heritage sites.

NATURAL HERITAGE

From the outset of our work, we heard that our natural environment has shaped—and continues to shape—our lives more than any other external influence. People urged us to make natural ecology a central component of Nova Scotia's heritage strategy.

We heard that
Rocks, minerals, and fossils tell a fascinating story of colliding continents, changing climates, and ancient environments. They also provide a glimpse into the lives of the region's former inhabitants. The tides, the landscapes shaped by glaciers, the diversity of fossils and minerals, and geological time periods exposed along our shores have all contributed to the landscape that we interact with daily. The natural resources around us have given us the basic necessities of life. The natural environment is a backdrop for oral histories, entertainment, relaxation, spiritual contemplation, hobbies, physical activities, and the inspiration for works of art. Our natural heritage has helped to shape the development of successive cultures, resulting in the cultural heritage we share today. No cultures are disembodied from their natural environment. The building of our heritage continues now as it has in the past—natural and cultural elements going hand in hand. Human artifacts and cultural experience can only be fully understood in the context of the larger natural setting which was here first, will be here last, and may be appreciated while we pass through it.

We agree that Nova Scotia's heritage strategy must include natural heritage as a central component. It should also deal directly with the major natural heritage issues of the day.

PROTECTED AREAS

Both individuals and organizations voiced concerns about the quantity and quality of our province's protected spaces, particularly our Protected Wilderness Areas.

In 1992, the Province of Nova Scotia formally committed to completing a comprehensive system of parks and protected areas that represents our landscape diversity. The government subsequently recognized 80 distinct natural landscapes throughout the province.

Moose on Cabot Trail

In March 2005, the Province of Nova Scotia announced it was adding two new Wilderness Protected Areas, Gully Lake and Eigg Mountain–James River. Although this is excellent news, Nova Scotia's existing system of protected areas only adequately represents the typical ecosystems and natural features of 28 out of 80 of the province's distinct natural landscapes.

As of today, Nova Scotia has officially designated 33 Protected Wilderness Areas, representing about 5.3 per cent of the province's land area. To date, about 8.3 per cent of the province has been given formal protection in one form or another. As a province, we still have a way to go meet the 12 per cent protection target set by the World Commission on Environment and Development (The Brundtland Commission) in 1987.

Monte Hummel, President of World Wildlife Fund Canada, said in November 2003 that *Nova Scotia is lagging behind its commitment to complete a representative network of protected areas, more needs to be done, and time is of the essence. WWF's Nature Audit, released in May of this year, indicated clearly that Nova Scotia has very little intact wilderness to choose from, so you have to save the best of what's left quickly before it's gone.*

PRIVATE LAND CONSERVATION

The Nova Scotia Nature Trust told us that many of the critical habitats for endangered species lie on private lands (70 per cent of Nova Scotia's land mass), as do many of the most ecologically rich and diverse natural areas. The Nature Trust also submitted that the federal and provincial governments must remove the financial and other barriers to private land conservation, and instead create incentives to encourage private landowners to protect natural heritage on their lands.

We have learned that private landowners who wish to protect their lands often do not when faced with these barriers. As a result, less than one tenth of one per cent (0.1%) of private land in Nova Scotia is protected by legal means.

We believe that private land conservation should be encouraged so that as many of our distinct natural landscapes as possible can be protected as quickly as possible.

NEED FOR COASTAL PLANNING

Respondents to our consultations said that our coastline, more than any other natural feature, provides the basis for our shared identity as Nova Scotians. Yet, despite our reliance on the coast for identity, jobs, tourism, and recreation, we learned that Nova Scotia does not place nearly enough emphasis on coastal planning. Existing initiatives such as the Provincial Oceans Network and the Provincial Coastal Tourism Strategy are positive, but more emphasis needs to be placed on this area.

We heard about building structures too close to beaches and dunes. We heard about folks losing traditional access to the coastline. And we learned just how few of our coastal headlands remain undeveloped.

Nova Scotia's coast will only come under increasing development pressure in the years to come. But despite being virtually surrounded by ocean, Nova Scotia does not have a comprehensive strategy to deal with coastal development or protection. This should change.

INDUSTRIAL FORESTRY

We heard from some who question the sustainability and ecological soundness of Nova Scotia's industrial forestry practices. This has been an ongoing concern for many Nova Scotians.

Our task force heard from people who say clearcutting changes the historical landscape and diminishes the esthetic experience for residents and tourists alike. Whether seen as part of the general viewscape during travels on our roadways or encountered on a canoe or hiking adventure, clearcuts affect the outdoor experience.

ENDANGERED SPECIES

Nova Scotia has already lost a number of species, including large, conspicuous, or charismatic species such as woodland caribou, wolf, sea mink, gray whale, Atlantic walrus, passenger pigeon, great auk, and Labrador duck, and smaller, less conspicuous species such as the spike-lip crater snail. Many others are now rare or threatened. Survival of 23 per cent of

Clearcutting accounts for most of the forestry practiced in Nova Scotia today. According to a GPI Atlantic forestry report issued in 2001, "The rate of cutting in Nova Scotia has doubled over the past two decades by volume, and in the last decade alone the actual area clearcut annually has doubled, placing additional stress on the province's forests ... Ninety-nine percent of this wood is harvested by clearcutting."

The GPI report also noted that, "in 1958, forests more than 80 years old covered 25% of the province's forest area. Today they cover only 1% of forest area. Forests more than 100 years old covered 8% of the province's forest area in 1958. Today they cover only 0.15% of forested land."

butterflies, 30 per cent of mammals, 45 per cent of Atlantic coastal plain plants, 12 per cent of breeding birds, and 12 per cent of reptiles and amphibian species in Nova Scotia is of immediate or longer term concern, directly because of human activities.

The mainland moose is listed as an endangered species under the Endangered Species Act. It faces imminent extirpation, which means the local extinction of a species, if upcoming measures to preserve its habitat are not sufficient.

FOREST STEWARDSHIP COUNCIL CERTIFICATION

The Forest Stewardship Council (FSC) is an international network to promote responsible management of the world's forests. Accredited companies can use the FSC product label that allows consumers worldwide to recognize products that support the expansion of responsible forest management.

The Nova Scotia Landowners and Forest Fibre Producers Association helps landowners achieve FSC certification. Consumer demand exists for this certification. In a March 27, 2006, article in the Chronicle Herald, a Stora Enso official is quoted as saying that mill customers have challenged the company to increase the volume of certified wood to at least 80 per cent.

A move toward adopting FSC certification appears to be a very positive step and one that deserves broad support.

RECOMMENDATIONS—NATURAL HERITAGE

31 Work diligently and with a sense of urgency to complete the provincial protected areas network.

32 Support private land conservation through direct investment and incentives, and by working to eliminate barriers faced by private landowners who want to leave a legacy to their community.

33 Develop a coastal management plan to protect Nova Scotia's coastline and ensure that public access is not lost to private land ownership or development.

34 Review industrial forestry practices in Nova Scotia. Adopt measures and standards, such as Forest Stewardship Council certification, to ensure the sustainability of healthy forests and the sustainability of the wildlife dependent on these forests.

HERITAGE PROMOTION

A GREATER HERITAGE CONSCIOUSNESS

Nova Scotia's heritage strategy should create a greater heritage consciousness among people in this province. Advertising should make residents, tourists, and those interested in learning about Nova Scotia aware of the range of heritage experiences available to them.

Heritage promotion should also remind everyone that heritage is a shared responsibility so that more people and organizations acknowledge their stewardship role.

MARKETING HERITAGE

A major effort is required to protect, preserve, and make heritage products accessible for learning and entertainment purposes. Competing educational resources and the multitude of entertainment options makes it crucial for the heritage sector to aggressively promote itself. Marketing is expensive, and heritage sites need funding for this purpose.

We heard from people that the heritage sector is seldom able to afford television or radio as a broadcast medium. We learned about an initiative to create a heritage web portal as a "single doorway to the information resources provided by the province's many heritage institutions and organizations."

Others suggested that signage regarding the location of heritage facilities should receive greater attention and support. Some people urged greater attention to heritage when naming streets or other places.

We think a heritage promotion plan should be a prime concern for the provincial government and the Nova Scotia Heritage Council (Recommendation 46).

TOURISM

There is an opportunity to recognize, support, and enhance the heritage of all cultures in Nova Scotia and to share this diverse heritage with our visitors and each other. This is an area where increased investment will produce highly desirable results.

NOVA SCOTIA'S TOURISTS

The 2004 Nova Scotia Visitor Exit Study says Atlantic Canadians represent 47% of those who visited our province in that year. Other visitors originated from Ontario (20%), United States (18%), Western Canada (6%), Quebec (5%), and overseas (4%).

HERITAGE IMPORTANT TO VISITORS

Tourists value Nova Scotia's natural and cultural heritage. According to the Department of Tourism, Culture and Heritage Advertising Evaluation Study (2004), unique local food, historic sites and museums, and sightseeing are the critical elements that positively differentiate Nova Scotia from other vacation destinations.

INVESTMENT IN HERITAGE ASSETS

The Department of Tourism, Culture and Heritage reports that the tourism industry generates $1.29 billion dollars in revenues each year. Nova Scotia's success at attracting tourists depends heavily on our natural and cultural heritage; in fact, heritage lies at the heart of successful tourism. It follows that Nova Scotia needs to increase its commitment to heritage for a stronger tourism sector.

Heritage workers understand that educating and entertaining tourists contributes a great deal to Nova Scotia's visitor appeal. They also know that their communities and their province receive great benefits from their efforts. However, there are definite costs to providing a heritage service for tourists and little direct economic benefit to the site. For example,

NOVA SCOTIA'S INVESTMENT IN HERITAGE

The provincial investment in cultural heritage shows up in the budget of the provincial Department of Tourism, Culture and Heritage. In 2005–06 the Department of Tourism, Culture and Heritage's budget is estimated to be $42 million dollars. Of that, the Tourism Division will spend $19 million, the Culture Division $7 million, and the Heritage Division about $10.5 million.

Unlike the Tourism and Culture budgets, the Heritage budget covers many fixed costs, such as museum staff, building maintenance, and heating for numerous facilities around the province.

people looking for genealogical information often take up hours of a heritage worker's time without generating revenues to support the operation of the heritage facility.

INCLUSIVENESS IN MARKETING

We heard that Tourism's advertising does not fairly or accurately portray Nova Scotia's cultural make-up. People also pointed out that our tourism advertising highlights only Halifax, Peggy's Cove, and the Cabot Trail.

We looked at the print advertising used by the Tourism Division and agree that it does not represent Nova Scotia's cultural populations, nor does it represent the geographic diversity of our province. This presents a narrow picture of our cultural and geographic diversity. It makes it difficult for Nova Scotians to identify with and take pride in their heritage when they do not see themselves and their culture reflected in how the province is portrayed.

The tourism marketing campaign should strive to be more inclusive of both Nova Scotia's cultural and geographic diversity. Direct talks with cultural populations would reveal sensitivities about how they wish to be portrayed.

The recently adopted brand for Nova Scotia—"Come to Life"—offers an opportunity to present ourselves to the world based on our authentic and rich heritage. Existing efforts to ensure regional input and representation in provincial tourism marketing programs should continue and be enhanced.

RECOMMENDATIONS—HERITAGE PROMOTION

35 Create a promotions plan that enhances our collective heritage consciousness and advertises opportunities for heritage experiences in an engaging way to Nova Scotians, to our visitors, and to those interested in learning about Nova Scotia. Make increased use of television, radio, and online program delivery.

36 Fund a heritage signage program to promote heritage assets.

37 Develop signage protocols for the naming of places and streets that involves consultations with heritage specialists and communities.

38 Make Nova Scotia's tourism advertising campaign more inclusive of our province's cultural and geographic diversity.

39 Develop heritage products as an integral element of our tourism strategy.

PUBLISHING

BENEFITS OF PUBLISHING

Nova Scotia publishers have already contributed a significant number of books on a host of heritage subjects, such as local town histories, biographies, folklore, and shipwrecks. Much more could be done if these publishers were offered additional financial incentives.

It makes excellent strategic sense for the Province of Nova Scotia to support Nova Scotia publishers so they can become more prolific in telling the history of our province.

Publications in a variety of formats can reach more people at all phases of their lives. These publications also reach people abroad and tell them about our fascinating history.

NOVA SCOTIA MUSEUM CO-PUBLISHING

The Nova Scotia Museum has a co-publishing program. We heard that in the 1980s this operation exerted a positive influence on the publishing community. But since then, budget cutbacks and lack of support in other ways have rendered this program relatively ineffective. This represents a missed opportunity.

A ROLE FOR THE DEPARTMENT OF EDUCATION

The Department of Education should also be encouraged to examine the curriculum for opportunities to include Nova Scotia's story in classes on civics, history, natural history, folklore, and fiction. This involves using existing books from Nova Scotia publishers and working with these publishers to produce the specific books educators need.

RECOMMENDATIONS—PUBLISHING

40 Increase funding to Nova Scotian book publishers for the production and marketing of heritage-based books. Revitalize and fund appropriately the Nova Scotia Museum's co-publishing program.

41 Encourage the Department of Education to examine the curriculum for opportunities to include books published by Nova Scotian companies.

EDUCATION

The important role of public education in fostering a lifelong interest in heritage was a topic of significant interest to many who participated in our consultations. There are high expectations placed upon our education system to provide our youth with a strong sense and appreciation of their heritage. We understand that these expectations need to be balanced against the responsibilities of parents and families to cultivate a knowledge of and interest in heritage. Sharing family stories, visiting local heritage sites, and enriching the program offered in the schools are all ways that parents, grandparents, aunts, and uncles can foster a heritage consciousness among our young people.

THE CURRENT HERITAGE CURRICULUM

We met with social studies teachers and curriculum developers, as well as Department of Education officials, to learn more about how heritage is currently being incorporated into Nova Scotia's public school program.

Washing Wool at Ross Farm

According to information provided by the Department of Education, the following heritage-related themes are included in the public school program at the following grade levels:

Grade and/or Course	Topics Connected to Canadian, Nova Scotian, Local, and Family History/Social Studies
Grade Primary	**Roots** • historic family roots • family traditions **Place** • natural and constructed features of their community
Grade 1	**Place and Time** • evolution of their community • evolution of Mi'kmaq relationship with place **Needs and Wants** • interdependence of communities
Grade 2	**People** • the future of their community • technological change in their community • changing nature of work in their community
Grade 3	**Provincial Identity-Places, People, Citizenship, Heritage**
Grade 4	**The Nature of Exploration** • explorers" and the impact of exploration **Exploring the Landscapes of Canada** • physical and human landscape • heritage symbols associated with Canada's symbols
Grade 5	**Early Aboriginal Societies** **Colonial French and British Societies** **"My Society Today"**
Grade 6	**Canada: Reflections on a Multicultural Mosaic**
Grade 7	**Empowerment** (largely Canadian History to World War I)
Grade 8	**Canadian Identity** (Canadian Studies from World War II)
Grade 9	**Atlantic Canada in the Global Community**
Grade 10	**Mi'kmaq Studies 10**
Grade 11	**Canadian History 11/Histoire du Canada 11** **African Canadian Studies 11** **Gaelic Studies 11** **Geography 11/Geography of Canada 11** **Etudes Acadiennes 11 (CSAP)**

HERITAGE FAIRS

We learned about the Historica Fairs program where funds provided by the Historica Canada Foundation and matching grants from school boards encourage children to undertake heritage work. This program has flourished, and we understand all school boards in the province participate to some degree.

Under the Historica initiative students in grades 4 to 9 are given the opportunity to do heritage projects of their choice in the medium of their choice: static display, computer, video, song, dance, murals, writings, and collections. Projects can be done individually or in a group.

Projects are displayed locally, judged, and a few sent to a regional fair. From the regional fairs 15 students are chosen to take their projects to a national showcase sponsored by Historica Canada Foundation. By all accounts, this is a best practice that illustrates what can be achieved through partnership and close attention to curriculum outcomes.

STUDENT VOLUNTEERISM

During the course of our consultations, reference was made to the Ontario Government's high school graduation requirement to complete 40 hours of community involvement activities. Respondents submitted that this concept may be worth exploring for students interested in heritage and community service. They noted that interested high school students bring energy and an array of technology and other skills that can be very valuable to local heritage organizations.

TARGETED FUNDING

Others spoke of the need to make targeted funding available for school heritage site trips and to enable the many excellent heritage resource people to visit classrooms. Still others discussed the need to focus on developing educational programs designed to meet curriculum outcomes.

There is an increasing trend towards targeted funding for school boards as a means of directing focus and energy towards educational initiatives of particular provincial importance. One option for increasing a focus on heritage would be to factor targeted funding for that purpose into school board budgets. Another option, and the one we understand to be used in Quebec, is for the Heritage Division to retain control of an allotment for which schools or school boards can make application for funds to support particular heritage initiatives. This avoids the complexities of educational funding and allows the heritage sector to have a better sense of the heritage-related educational initiatives taking place in the public education system.

RECOGNITION OF ACHIEVEMENT

We heard from educators that modest heritage-related prizes can go a long way to encouraging students to participate in additional heritage activities. Essay competitions, photo exhibits, and art projects are just some of the ways that the heritage sector could create links with the education system and foster a heritage consciousness among students.

RELATIONSHIP BETWEEN THE HERITAGE SECTOR AND THE SCHOOL SYSTEM

Participants in our consultation process spoke of a desire for a closer and more collaborative working relationship between the heritage sector and our public school system. While there is a perceived disconnect between the two, we heard clearly that there should be a very close bond between these systems.

The most significant opportunities for increased collaboration appear to be in the following areas, based upon our consultations:

- Curriculum development, including
- increased consultations with communities traditionally under-represented in our heritage curriculum
- increased use of Nova Scotia heritage sites, publications, and resources
- integration of our diverse heritage across other subject matters—for example, the Mi'kmaq knowledge of and use of plants and herbs for medicinal purposes could lend itself well to a science curriculum
- Heritage research, including archaeological digs
- Local archives—school projects are rich sources of local archival material

- Training of heritage workers through programs offered by community colleges or universities
- Student volunteer support for the heritage sector

We support the proposition that a joint effort between the heritage sector and the public education system will be required if Nova Scotia is to achieve our vision "that all Nova Scotians will know, appreciate, and experience first-hand the heritage that has shaped our province."

We note some very positive examples of collaboration in jurisdictions such as Quebec where a strong connection between the heritage sector and post-secondary institutions enables exciting heritage research partnerships, the results of which become available to the public via the internet. We also note the availability of heritage-related funding for school board initiatives.

While the opportunities are many, there are also potential barriers to a more symbiotic relationship between the heritage sector and public education. We address these next.

HERITAGE SECTOR - INSUFFICIENT RESOURCES FOR HERITAGE INTERPRETATION

It takes significant effort to plan and host school visits at museums and archives. The quality of the student experience needs to be very high to warrant the investment of time, energy, and money on the part of the schools. There is increasing demand for experiential learning. Heritage sites should be able to offer stimulating and well-researched interpretation. This involves updating their exhibits and programs to encourage more visits from our youth.

Some heritage workers told us that they are so cash strapped that they can barely pay the light bills and keep the doors open to their facilities. This allows little or no opportunity for new collections, preservation work, or imaginative interpretation. Even less time can be devoted to the labour-intensive process of developing educational programs for an audience that may or may not visit. Unfortunately, this discourages schools from visiting heritage sites.

Schools are also very interested in having heritage resources come to them. Traveling exhibits, heritage kits, story-tellers, and cultural leaders are in demand. Again, we heard that heritage organizations or cultural communities simply don't have the resources to meet that demand. This represents a lost opportunity in the pursuit of our heritage vision.

EDUCATION SYSTEM - SITE VISITS

Respondents also told us that schools are not going on educational field trips as often as they have in the past. Many cited liability as the main reason teachers do not take students on the road. However, the Department of Education advised us that trips by bus are fully covered under their insurance policy. As long as the students travel on approved busing, liability considerations are not real barriers to heritage excursions.

Other reasons cited were the cost of busing and the difficulties of scheduling outings.

Heritage workers explained that many local museums are only able to open between June and September. So they are opening when students have more or less completed their school year, and they are closing when students are just beginning their school year.

Finally, one of the points made during our consultations with the Department of Education representatives was that the ongoing viability of heritage sites cannot depend solely upon student visits. We agree. As mentioned earlier, we believe that a high quality accessible heritage system is a public service that should not have to rely on student admission fees as the difference between survival and closure.

ADDITIONAL OPPORTUNITIES - POST-SECONDARY INSTITUTIONS

Training of our current and future heritage professionals and volunteers was a big need identified by the heritage sector. Course offerings relating to museology, traditional craftsmanship, heritage restoration, protection and preservation of artifacts and archives, general management, and others would be very valuable to the heritage sector, particularly if available in communities across the province where distance considerations would not prohibit participation. This training need suggests to the task force a potential partnership opportunity between the heritage sector and our community colleges.

We also note the fine example of collaboration between the Quebec provincial Ministry of Culture and various universities in that province, some of whom have established endowed research chairs in particular aspects of heritage. These research chairs draw upon funds from national research bodies and also receive funding from the Ministry of Culture, with the latter making it a condition of funding that supported projects result in publicly available databases of heritage information. This type of partnership in which funds from a variety of sources are combined to enable exciting and meaningful heritage research projects is a model we would encourage for Nova Scotia's heritage strategy.

RECOMMENDATIONS—EDUCATION

42 Establish a joint forum of heritage workers and educators to identify and pursue opportunities for and report on the advancement of heritage education in the public education system.

43 Increase funding for the Heritage Fair program as a valuable part of middle school education.

44 Investigate and pursue partnerships between the heritage sector and our community colleges and universities to support training, research, and succession planning for heritage workers.

THE GOVERNANCE OF HERITAGE

ORGANIZATIONAL RESTRUCTURING

The Province of Nova Scotia directs heritage policy and programs through its Department of Tourism, Culture and Heritage. Before 1999, the heritage portfolio was the responsibility of the Department of Education. Many heritage workers remember this as a time when the heritage portfolio was better resourced than it is today.

People told us that operating as a division within a department dominated by tourism issues has not served the heritage community well. They said that this arrangement has contributed to the belief that the heritage sector's principal role in society is to serve the tourism industry.

We discussed a range of restructuring options. For example, we looked at the opportunity to establish a Department of Heritage and Culture by relocating the Tourism division. We also considered the merits of bringing the natural heritage related functions of the provincial government (such as the Protected Areas Program of the Department of Environment and Labour) into the new department. We thought it might also make sense to have cultural-based offices, such as African Nova Scotia Affairs, Aboriginal Affairs, and Acadian Affairs, report to a Department of Heritage and Culture.

Although we felt reorganization could give Heritage and Culture a more prominent role and help the department to place increased emphasis on natural heritage, we concluded that too many resources would be expended. We opted for other governance related measures that we believe will largely address our concerns.

INTERDEPARTMENTAL COLLABORATION

A heritage strategy should increase interdepartmental collaboration focused on heritage. It should foster more effective and productive working relationships between the Heritage division and the divisions of Tourism and Culture; between the Heritage division and the Department of Education; and between the Heritage division and other key departments, such as Natural Resources, Environment and Labour, and Transportation and Public Works. In our opinion these links need to be stronger.

A DEPUTY MINISTERS' COMMITTEE

The task force proposes the concept of a Deputy Ministers' Interdepartmental Committee on Heritage to help address this concern. The departments mentioned above should participate and possibly others. In this way heritage decision-making across government would have a better opportunity to be coordinated in a strategic way.

CREATE A HERITAGE COUNCIL

Another message resonating throughout our consultations centred on the need to create and support a heritage council. Clearly, most feel that there should be one independent entity that speaks strongly on behalf of the sector.

The task force proposes creating a heritage council with the following mandate:

- leadership on behalf of the heritage sector
- policy advice to the minister on behalf of the heritage sector
- consultation with the heritage sector

Members of this council should be nominated by the heritage community themselves. Membership should include the Mi'kmaw, Acadian, African Nova Scotian, and other cultural communities in addition to the major segments of the sector as encompassed by our working definition of heritage.

This should become the key organization that the provincial government collaborates with on heritage matters.

RECOMMENDATIONS—THE GOVERNANCE OF HERITAGE

45 Create a Deputy Ministers' Committee on Heritage to help foster a greater and more positive heritage mindset among decision makers in key related divisions or departments of the provincial government, e.g., Tourism, Culture, Education, Natural Resources, Environment and Labour, and Transportation and Public Works.

46 Establish the Nova Scotia Heritage Council with members nominated by the heritage community who broadly represent the heritage sector, our geographic regions, and the diversity of our population.

PLANNING

DEPARTMENTAL BUSINESS PLANS

To more formally institutionalize the idea that other departments have a role to play in heritage, we believe that the business plans of designated departments should contain a section on heritage. This section should include specific action items and assigned budgets. Accountability for monitoring progress could be assigned to the Deputy Ministers' Committee referred to previously.

MUNICIPAL PLANNING

Municipalities also need to step up and invest in local heritage. While exceptions exist, most municipalities are not heritage leaders.

Some of Nova Scotia's 55 municipalities have a heritage advisory committee for planning purposes. This practice should be expanded in two ways. First, all municipalities should establish heritage advisory committees. And second, heritage advisory committees that now focus almost exclusively on built heritage should be encouraged to expand their mandate to encompass the full meaning of heritage.

HERITAGE INVENTORIES

On many different occasions we heard that inventories were needed to enable those responsible for heritage to do a better job. We heard that for heritage to be properly managed we need to more accurately and more comprehensively document its existence.

Almost every segment of heritage at one point or another during our consultations mentioned the importance of having an inventory of heritage assets. The Historic Places Initiative is a good example of a searchable database available on the Internet. It describes historic places formally recognized by local, provincial, and territorial governments and by the federal government.

It makes sense to the task force that the compilation of heritage inventories be strongly encouraged and that the creation of these databases take place in a coordinated fashion. Coordination is important to prevent duplication of effort, to make sure the work is comprehensive, and to ensure that the end product can be shared.

RECOMMENDATIONS—PLANNING

47 Require the departments participating on the Deputy Ministers' Interdepartmental Committee to include a heritage section in their business plans with actions and budget allocations.

48 Encourage all municipal governments to
- a include a heritage section in their business plans
- b establish a heritage advisory committee with a mandate for the full meaning of heritage as proposed by the task force—tangible cultural, intangible cultural, and natural

49 Support the creation of heritage inventories and ensure that these inventories can be made accessible.

Conclusion: Over to You

This interim report presents what we have heard and our thinking to date. We have learned a great deal about our diverse heritage and the issues, opportunities, and challenges facing the heritage sector. We know that Nova Scotians value their heritage and share a strong sense of belonging to this province, their home. Responsible stewardship of our heritage requires investment and action—it is not a passive undertaking. Fiscal realities heighten the need for focused and strategic investment in our heritage. Future generations will benefit from or bear the consequences of our choices.

We encourage you to engage in our consultation process yet again, or perhaps for the first time. We are open to re-considering any aspect of this interim report as we move towards developing our final recommendations. We look forward to hearing from you.

Are there certain recommendations you really like or really dislike?

What recommendations should be acted on first?

Is there something the task force has not considered?

Do you have any other comments?

Submissions must be received by September 1, 2006

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Recommendations

INTANGIBLE CULTURAL HERITAGE

1 Establish policies and programs to protect and preserve our intangible cultural heritage.

2 Continue and intensify efforts to perpetuate the Mi'kmaw, Acadian, and Gaelic languages of Nova Scotia.

3 Lobby the federal government to become a signatory to the UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage.

CULTURAL DIVERSITY

4 Work with heritage champions (such as the Mi'kmaw Cultural Network) within the Mi'kmaw, Acadian, and African Nova Scotian communities to identify opportunities for increased emphasis on the heritage of these populations.

5 Ensure that the Mi'kmaw, Acadian, and African Nova Scotian communities play a lead role in telling their own stories.

6 Increase funding to help Nova Scotia's diverse cultural populations celebrate their heritage at the community level.

MUSEUMS

7 Create a temporary working group of experts to restructure the provincially supported museum system to achieve the ends identified in this report and to

   a Identify the heritage centerpieces that will form Nova Scotia's provincial museum system (The Nova Scotia Museum).

   b Identify the year-round, regionally significant county/regional heritage facilities to be supported by the province. These independently owned and governed museums should also have a mandate to serve as archival facilities and sources of expertise for community museums in their area.

   c Identify those community museums to be supported by the Community Museum Assistance Program in partnership with municipal governments.

8 Freeze the current list of museums that get funding under the Community Museum Assistance Program unless corresponding increases in funding to the program occur when new recipients are added.

9 Develop a funding formula that enables provincially funded museums to fairly compensate and train their heritage workers.

10 Make the Passage Project a permanent addition to the Community Museum Assistance Program.

ARCHIVES

11 Encourage publicly funded institutions and municipal governments in their efforts to develop and maintain public archive systems.

12 Develop a regional archives system for records of the people (regionally significant non-government records, letters, diaries, etc.) in conjunction with the regional/county museums (Recommendation 7b).

13 Emphasize the traditional role of Nova Scotia Archives and Records Management (NSARM) as a public archives, holding the records of the people (provincially significant non-governmental records, letters, diaries, etc.).

14 Undertake and implement the results of a comprehensive needs assessment on information technology as it relates to archives.

BUILT HERITAGE

15 Amend the Heritage Property Act to give municipalities the option to reject proposals to alter or demolish heritage properties.

16 Increase the grant money to help property owners maintain provincially designated heritage properties and to facilitate the creation of heritage conservation districts.

17 Create a heritage property assessment classification with a lower applicable tax rate to provide a financial incentive for owners of registered heritage properties and properties included in heritage conservation districts.

18 Change the assessment system so that property owners who make investments in a registered heritage property or to properties included in a heritage conservation district are protected from assessment increases for a period of time.

19 Consider all lighthouses in Nova Scotia for heritage property designation. Pursue partnership opportunities with other levels of government and community groups to protect and maintain public access to lighthouses and the associated properties.

20 Establish a policy that encourages provincial and municipal government offices to occupy heritage buildings.

ABANDONED CEMETERIES

21 Support volunteer groups through training and modest funding and encourage youth to be involved in locating, documenting, protecting, and preserving abandoned cemeteries.

22 Create and maintain a detailed provincial inventory of abandoned burial grounds and cemeteries.

ARCHAEOLOGY

23 Commit to a research agenda and fund professionally directed archaeological excavations. Take advantage of the opportunities for education and tourism.

24 Provide resources to finalize the management plans for all existing designated Special Places and consider options for designating additional locations—particularly those sites related to Mi'kmaw, Acadian, and African Nova Scotian communities.

25 Amend the Special Places Protection Act to make it a planning requirement for those undertaking construction projects to check inventories of known heritage resources before starting.

26 Support the creation of a graduate program in archaeology.

UNDERWATER CULTURAL HERITAGE

27 Repeal the Treasure Trove Act immediately.

28 Amend the Special Places Protection Act to make it effective as a tool for designating and protecting Nova Scotia's underwater cultural heritage.

29 Co-sponsor Nautical Archaeology Society training programs for Nova Scotia's diving community.

30 Hire a provincial marine archaeologist and initiate an ongoing research agenda that discovers, explores, and reports on underwater cultural heritage sites.

NATURAL HERITAGE

31 Work diligently and with a sense of urgency to complete the provincial protected areas network.

32 Support private land conservation through direct investment and incentives, and by working to eliminate barriers faced by private landowners who want to leave a legacy to their community.

33 Develop a coastal management plan to protect Nova Scotia's coastline and ensure that public access is not lost to private land ownership or development.

34 Review industrial forestry practices in Nova Scotia. Adopt measures and standards, such as Forest Stewardship Council certification, to ensure the sustainability of healthy forests and the sustainability of the wildlife dependent on these forests.

HERITAGE PROMOTION

35 Create a promotions plan that enhances our collective heritage consciousness and advertises opportunities for heritage experiences in an engaging way to Nova Scotians, to our visitors, and to those interested in learning about Nova Scotia. Make increased use of television, radio, and online program delivery.

36 Fund a heritage signage program to promote heritage assets.

37 Develop signage protocols for the naming of places and streets that involves consultations with heritage specialists and communities.

38 Make Nova Scotia's tourism advertising campaign more inclusive of our province's cultural and geographic diversity.

39 Develop heritage products as an integral element of our tourism strategy.

PUBLISHING

40 Increase funding to Nova Scotian book publishers for the production and marketing of heritage-based books. Revitalize and fund appropriately the Nova Scotia Museum's co-publishing program.

41 Encourage the Department of Education to examine the curriculum for opportunities to include books published by Nova Scotian companies.

EDUCATION

42 Establish a joint forum of heritage workers and educators to identify and pursue opportunities for and report on the advancement of heritage education in the public education system.

43 Increase funding for the Heritage Fair program as a valuable part of middle school education.

44 Investigate and pursue partnerships between the heritage sector and our community colleges and universities to support training, research, and succession planning for heritage workers.

THE GOVERNANCE OF HERITAGE

45 Create a Deputy Ministers' Committee on Heritage to help foster a greater and more positive heritage mindset among decision makers in key related divisions or departments of the provincial government, e.g., Tourism, Culture, Education, Natural Resources, Environment and Labour, and Transportation and Public Works.

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PLANNING

47 Require the departments participating on the Deputy Ministers' Interdepartmental Committee to include a heritage section in their business plans with actions and budget allocations.

48 Encourage all municipal governments to
- a include a heritage section in their business plans
- b establish a heritage advisory committee with a mandate for the full meaning of heritage as proposed by the task force—tangible cultural, intangible cultural, and natural

49 Support the creation of heritage inventories and ensure that these inventories can be made accessible.

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Appendix I

Task Force Members

Maureen Reid, Halifax
As founder and president of BoardWorks Consulting, Maureen has over 18 years' experience as an advisor to governing boards in both the public and non-profit sectors. She currently chairs the IWK Health Centre Board and is a corporate director of Assumption Life. Her past roles include that of partner in the Labour and Employment Law Group of a major Halifax firm. She has also held volunteer leadership positions with the Metropolitan Halifax Chamber of Commerce, the Neptune Theatre Foundation, and the IWK Health Centre Foundation.

Tim Bernard, Millbrook
Tim is the director of history and culture with The Confederacy of Mainland Mi'kmaq, whose member bands include Annapolis Valley, Bear River, Glooscap, Millbrook, Paq'tnkek, and Pictou Landing. He is also the former manager/editor of the Mi'kmaq-Maliseet Nations News and Eastern Woodland Publishing—both of which he was instrumental in developing as successful First Nations companies. Tim currently sits as the Mi'kmaw co-chair for the Nova Scotia, Canada, Mi'kmaq Tripartite Forum's Culture & Heritage Working Committee, as well as co-chair of the Mi'kmaw Cultural Network.

James Morrison, Halifax
Dr. Morrison is currently professor of history with St. Mary's University and Chair of Asian Studies. He has written a number of books and articles on the practice of oral history in Nova Scotia, Canada, and beyond. He has also researched and written on the various ethnic groups that make up our province. Jim has acted as a consultant on oral history and cultural heritage to federal, provincial, and municipal governments. He has lived and worked in Africa (Ghana and Nigeria) and Asia (Singapore, India, and Japan). At the community level, Jim has held a variety of positions in several heritage organizations including the Federation of Nova Scotian Heritage and the Royal Nova Scotia Historical Society, Pier 21, and the Canadian Oral History Association.

Marilyn Wilkins, Wilmot
Marilyn is a municipal councillor for the County of Annapolis and is in her 14th year of service. Since her initial election to council, she has chaired the Heritage Advisory Committee for Annapolis County. The year (2005) marked, "400 years of Living and Working Together" in Annapolis County. Marilyn played a central role in these celebrations by co-chairing the Focus 2005 Committee. This committee developed a Calendar of Events listing almost 200 community activities celebrating this very significant year throughout Annapolis County. In addition to her role as councilor, Marilyn is involved in numerous other community organizations.

Ronald Caplan, Wreck Cove
For 27 years, Ronald has edited and published Cape Breton's Magazine, a magazine devoted to history, natural history, and the future of Cape Breton Island. He also publishes Breton Books including over 75 books of history, biography, poetry, folklore, and drama, most of which were written by Cape Bretoners. Among a number of formal recognitions he has received for his work, Ronald was awarded an honor-

ary doctorate from Cape Breton University in 1999. Breton Books also promotes all Cape Breton publishing by issuing an annual catalogue that reaches over 35,000 people on the Island and away. Ronald is currently vice-president of the Atlantic Publishers Marketing Association.

John Wesley Chisholm, Musquodoboit Harbour
John Wesley is currently president of Arcadia Entertainment. He has a 15-year background in television production, arts management, and administration. After working on the design and implementation of the Film and Video Tax Credit financing system in Canada, he moved into production and financing work. His awards and nominations include Juno's, Gemini's, Genies, Atlantic Film Festival, and East Coast Music awards. In the past five years he has produced over 50 documentary programs on ocean-related themes. These programs have been shown on Discovery, National Geographic, History, Canal D, Outdoor Life, Vision, and CBC, and sold in over 130 countries.

Elizabeth Cromwell, Birchtown
Born in Shelburne, Elizabeth completed training in social welfare work in 1969. She became a caseworker and then a casework supervisor with the Children's Aid Society of Shelburne County until her retirement. In the late 1980s, Elizabeth helped found the Shelburne County Cultural Awareness Society—now the Black Loyalist Heritage Society—to promote and celebrate minority groups in Shelburne County. She was president of the society from its inception until 2002. Elizabeth was a member of the board of directors of the former Black United Front from 1989–1993 and served on the board of the Black Cultural Society of Nova Scotia from 1992–1994. Currently, Elizabeth serves on the Christ Church Council and Parish and is a member of Nova Scotia Association of Social Workers and Congress of Black Women of Canada. Among numerous other honours, Elizabeth was inducted into the Dr. W.P. Oliver Wall of Fame at the Black Cultural Centre. Elizabeth now lives in Birchtown with her husband, Everett.

Joyce Rankin, Judique
Joyce was born and raised in Judique, went away to see the world, and has come back home. She currently manages the Celtic Music Interpretive Centre in Judique. She sits on the boards of the Rural Communities Foundation of Nova Scotia and the Iona Connection Heritage Network. As an amateur historian, folklorist, and genealogist, Joyce writes both fiction and non-fiction. At My Mother's Door is a collection of her poetry (now a theatre production) that tells the stories of, and celebrates, generations of Cape Breton women. She has read her work at ceilidhs and literary gatherings in Nova Scotia and Scotland.

Candace Stevenson, Halifax
Candace retired in 2000 as executive director of Heritage and Culture for the Province of Nova Scotia. In this position, her heritage responsibilities included the Nova Scotia Museum, community museum grants, funding to the Federation of Nova Scotian Heritage, the Heritage Property Act, Special Places Protection Act, and providing liaison between the department and the Provincial Archives. In 2001, Candace was named Fellow of the Canadian Museums Association. She continues to be active in the not-for-profit sector as a consultant and a volunteer with several prominent boards and committees.

Sara Knight, Bridgewater
After graduating from Dalhousie University with her law degree in 2004, Sara spent a year articling in Halifax and is now a solicitor with the Halifax Regional Municipality. While an undergraduate student studying history at Queen's University, Sara spent her summers working at Black Creek Pioneer Village—a living history museum just outside of Toronto. During this time Sara focused primarily on the development and delivery of education programs for children and the general public. Her main area of academic interest is Canadian social history, with a focus on the nineteenth century. Sara has published two papers on the history of the United Church and has a keen personal interest in military history and the history of Nova Scotia.

Gabriel LeBlanc, D'Escousse
During his 38 years as an educator, Gabriel served as a teacher of history, an administrator, and a director before his recent retirement. Mr. Leblanc is currently a member of the Minister's Advisory Council for Acadian Affairs. He participates as a member of the Consultative Committee for Parks Canada on Acadian history. And he is also an executive member of the Society to Promote Grand Pre (the site). Gabriel has held volunteer leadership positions with the Centre la Picasse and the Historical Society of Isle Madame (Français). Through his volunteering efforts, Mr. Leblanc has been involved in the restoration of the ancient cathedral in Arichat and with the Marine Centre in Petit-de-Grat.

Appendix II

Schedule of Community Consultations

(Conducted by Voluntary Planning's Heritage Strategy Task Force)

Monday, November 7 **Cheticamp**
Centre Acadien, 35 Baron Rd.

Tuesday, November 8 **Kentville**
Kentville Fire Hall, 463 Main St.

Wednesday, November 9 **Membertou**
MembertouTrade and Convention Centre
50 Maillard St.

Wednesday, November 9 **Annapolis Royal**
Annapolis Royal Fire Hall, 5 St. Anthony St.

Wednesday, November 9 **Lake Charlotte**
The Cookhouse, Memory Lane Village

Thursday, November 10 **Church Point**
Amphitheatre B34, Université Sainte-Anne

Thursday, November 10 **Sherbrooke**
Sherbrooke Village Exhibit Centre, 42 Main St.

Tuesday, November 15 **Shelburne**
Osprey Arts Centre, 107 Water St.

Tuesday, November 15 **Baddeck**
Alexander Graham Bell Museum
559 Chebucto St.

Tuesday, November 15 **Truro**
Glengarry Inn, 150 Willow St.

Wednesday, November 16 **Pubnico**
West Pubnico Fire Hall, #897, Route 335

Wednesday, November 16 **Amherst**
Lion's Club, 9 Electric St.

Wednesday, November 16 **Port Hawkesbury**
Port Hawkesbury Civic Centre, 606 Reeves St.

Thursday, November 17 **Yarmouth**
Yarmouth County Museum, 22 Collins St.

Thursday, November 17 **Parrsboro**
Parrsboro Fire Hall, 235 Willow St.

Tuesday, November 22 **Dartmouth**
Black Cultural Centre, 1149 Main St.

Tuesday, November 22 **Lunenburg**
Fire Hall, 25 Medway St.

Tuesday, November 22 **Antigonish**
St. Ninian's Place, 120 St. Ninian St.

Wednesday, November 23 **Liverpool**
Legion Branch 38, 64 Henry Hensey Dr.

Wednesday, November 23 **Halifax**
Holiday Inn, 1980 Robie St.

Wednesday, November 23 **Canso**
The Lion's Den, 98 Queen St.

Thursday, November 24 **Stellarton**
Museum of Industry, 147 North Foord St.

* *Simultaneous translation provided*

Appendix III

Schedule of Community Consultations

(Conducted by the Office of African Nova Scotian Affairs on behalf of the Heritage Strategy Task Force)

November 9, 2005	Gibson Woods
November 9, 2005	Amherst
November 9, 2005	Whitney Pier
November 9, 2005	Sunnyville
November 10, 2005	Lincolnville
November 13, 2005	Glace Bay
November 16, 2005	Inglewood
November 16, 2005	Yarmouth
November 16, 2005	Truro

Appendix IV

Stakeholders/Expert Sessions

Tuesday, October 25, 2005

Dr. Daniel MacInnes, Professor, Department of Sociology and Anthropology, St Francis Xavier University

Dr. Kenneth MacKinnion, Professor, Department of English and Atlantic Canada Studies, Saint Mary's University

Theresa Meuse, APC Health Technician, Atlantic Policy Congress for the First Nations' Chiefs

Lyn Elliot Sherwood, Executive Director, Heritage Canada

Eric Zscheile, Associate Negotiator, Kwilmuk Maw-Klusuaqn Mi'kmaq Rights Initiative

Janice Maloney , Executive Director, Kwilmuk Maw-Klusuaqn Mi'kmaq Rights Initiative

Susan Charles, Executive Director, Federation of Heritage

Joliene Stockley, Community Development Coordinator, Federation of Heritage

Gordon Hammond, HRM Representative, Federation of Heritage

Bill Greenlaw, Executive Director, Heritage Division

Jean Leger, Executive Director, La Fédération acadienne de la Nouvelle-Écosse (FANE)

Wednesday, October 26, 2005

Michael Moosberger, University Archivist Dalhousie University, President, Council of Nova Scotia Archives

Karen White, Education, Outreach and Network Archivist, Council of Nova Scotia Archives

Alexandra McCallum, Executive Director, Multicultural Association of Nova Scotia

Asna Adhami, Member, Chief Diversity Advisory Committee

Dr. Cherif Mata, Centre for Peace, Human Rights and Multiculturalism

Brian Speirs, Provincial Archivist, Department of Tourism, Culture and Heritage

Wayn Hamilton, Executive Chief Officer, Office of African Nova Scotian Affairs

Paul Collins, Curator, Community Museum Assistance Program, Department of Tourism Culture and Heritage

David Christianson, Archeologists, Nova Scotia Museum

Bob Ogilvie, Curator of Special Places, Nova Scotia Museum

Monday, January 16 2006

African Nova Scotia – various members
- Jessica Lightbourne
- Margo Hampden
- Syliva Parris
- Joclyn White
- David States
- Karen Green-McIvor
- Shauntay Grant

Atlantic Jewish Council – Jon Goldberg, President

Chinese Society – Fred Lee, Past President

Arab Canadian Association of the Atlantic Provinces – Dr. Ismail Zayid, President

Indo-Canadian Association of Nova Scotia – Sam Jaggi, President

German Canadian Association of Nova Scotia – Rene Botzenhardt, Representative

Scandinavian Society of Nova Scotia – Knut Lonningdal, President

Canadian Lebanon Society – Teddy Zaghloul, President

Tuesday, January 17 2006

Mi'kmaq Cultural Network – various members
- Hal Theriault
- Shannon Googoo
- Mabel Joe
- Mary Collier
- Adrian Paul
- Gerald Gloade
- Lindsay Marshall
- Deborah Ginnish
- Leah Rosenmeier
- Melanie Robinson
- Phyllis Googoo
- Leroy Denny
- Lisa Francis

Acadian Community – various members
- Richard Landry
- Barbara LeBlanc
- May Bouchard
- Jean Louis Robichard
- Ronald Bourgeois
- Daniel Comeau
- Robert Fougère
- Cècile d'Entremont-Bourque
- Daniel Verchery
- Napolèon Chiasson
- Stan Surette
- Bill Gerrior
- Elaine Thimot
- Erina Termine
- Jean Legere

Thursday, January 26, 2006

Mr. Dennis Cochrane, Deputy Minister of Education
Bruce Fisher, Social Studies Consultant, Department of Education
Owen Ferguson, Representative, Historical Federation
Theresa Kewachuk, President, Social Studies Teachers Association
Don Julien, Executive Director, The Confederacy of Mainland Mi'kmaq
Joe B. Marshall, Executive Director, Union of Nova Scotia Indians
Carole Thorn, President, Tourism Industry of Nova Scotia
Jennifer McKeane, Sustainable Tourism, Tourism Industry of Nova Scotia
Alan Parish, President, Nova Scotia Heritage Trust

Friday, January 27, 2006

Marven Moore, Director, Site Operations, Nova Scotia Museum
Calum Ewing, Director Of Operations, Nova Scotia Museum
Kelliann Dean, Deputy Minister, Department of Tourism, Culture and Heritage
Marsha Andrews, Executive Director – Tourism Division, Department of Tourism, Culture and Heritage
Bill Greenlaw, Executive Director- Heritage Division, Department of Tourism, Culture and Heritage
Fernand Lévesque, Direction des politiques culturelles et de la propriété intellectuelle, Gouvernement du Québec
Rick Williams, CEO, PRAXIS Consulting (population changes)
Rita Scagnetti, Director, Ontario Ministry of Culture Heritage & Libraries Branch

Tuesday, January 31, 2006

Peter Sheehan, Representitve, Provincial Heritage Advisory Committee
Bill Plaskett, Heritage Conservation Planner, HRM Planning and Development Services

Wednesday, February 1, 2006

Donovan Rypkema, President, Heritage Strategies International

Tuesday, February 14, 2006

Ray Plourde, Wilderness Coordinator, Ecology Action Centre

Kermit deGooyer, Conservation Planner, Ecology Action Centre

Walter Regan, Director, N.S. Salmon Association

Claire Robinson, Board Member, Canadian Parks & Wilderness Society

Tim Harmon, Director, Trout Nova Scotia

Judith Cabrita, Tourism Consultant; former President, Tourism Industry Association of Nova Scotia (TIANS)

Tuesday, February 28, 2006

Robert Grenier, Senior Marine Archeologist & Manager, Underwater Archaeology Parks Canada

Willis Stevens, Senior Marine Archaeologist. Underwater Archaeological Services Parks Canada Agency

Appendix V

Voluntary Planning ... A Citizens' Policy Forum

MISSION

To measurably improve the social, economic and environmental well being of all Nova Scotians by providing the Premier and Cabinet with valuable volunteer and citizen-based advice on relevant policy issues for today and for the future.

ENGAGING CITIZENS

Voluntary Planning provides citizen-based input to government on policy issues affecting the lives of Nova Scotians. To do so, it draws on the expertise of volunteers who seek, hear, consider and deliberate on input and thought gained through various forms of public consultation. This approach is rooted in the belief that democracy is strengthened when citizens are engaged in an inclusive and transparent policy process designed to produce advice to government and fellow Nova Scotians.

To this end, Voluntary Planning strives to include all Nova Scotians geographically, sectorally and socially; and to operate in the service of government's policy needs but at arms' length from government. Finally, the process is transparent so that it is fair, and is perceived to be fair, in representing the views of citizens.

January 2006

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